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Ontario Council on University Affairs

Twelfth Annual Report

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Ontario Council on University Affairs

Twelfth Annual Report March 1, 1985 to February 28, 1986

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Letter of Transmittal



Ontario
Council on
University
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7th Floor
700 Bay Street
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February 28, 1986

The Honourable Gregory Sorbara,
Minister of Colleges and Universities,
13th Floor,
101 Bloor Street West,
Toronto, Ontario
M5S 1P7

Dear Mr. Sorbara:

I respectfully submit herewith the Twelfth Annual Report of the Ontario Council on University Affairs, which covers the period from March 1st, 1985 to February 28th, 1986.

Yours sincerely,

M. Paikin
Chairman

Members and Officers of the Ontario Council on University Affairs 1985-86

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Huntsville

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Brian O'Riordan (to Sept. 1985)
Research Officer

Susan Pape
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Diana Royce (from Dec. 1985)
Research Officer

Paul Stenton
Senior Research Officer

(Members' terms expire on February 28 of the year indicated in parenthesis)

*(*resigned before term completed)*

Introduction

Introduction

The Twelfth Annual Report of the Ontario Council on University Affairs covers the period March 1, 1985 to February 28, 1986 and contains the full text of all Advisory Memoranda issued during the year. The report also contains a list of Council's public meetings for the year and the response of the Government to the recommendations made by Council.

Council's Advisory Memoranda

85-I Funding for University Undergraduate Certificate and Diploma Programs and Ryerson Certificate Programs

On June 3, 1983, the Minister of Colleges and Universities, in response to Advisory Memorandum 83-I, referred back to Council the undergraduate quasi-professional certificate programs in Recreation Resource Management and Community Recreation at the University of Ottawa, which Council had recommended for formula funding approval. The Minister requested that:

> . . . Council review the policy of funding such programs outside of the colleges of applied arts and technology which have a specific mandate to provide programs at this level. If funding is considered appropriate, a clear rationale for the support of certificate programs at the University level and at Ryerson Polytechnical Institute should be identified.

In response to the Minister's referral, Council undertook to examine the funding arrangements for certificate programs at Ontario universities and at Ryerson Polytechnical Institute. During the course of this examination it became apparent that some universities use the term "diploma" and others use "certificate" in reference to similar program offerings. As a result, Council expanded its review to include both certificate and diploma offerings at the universities as well as certificate programs at Ryerson. In this memorandum, Council provides policy advice with respect to the funding of such programs and reaffirms its recommendation in Advisory Memorandum 83-I that the University of Ottawa's certificate programs in Recreation Resource Management and Community Recreation be eligible for formula funding support.

I. University Undergraduate Certificate and Diploma Programs

Council began its review of university undergraduate certificate and diploma programs by examining the governing Acts of each institution. The Acts of nine universities — Lakehead, McMaster, Ottawa, Toronto, Waterloo, Western, Wilfrid Laurier, Windsor and York — specify that these universities are empowered to grant certificates in virtually any discipline or field which they deem appropriate. The other institutions' Acts do not specify that they can grant certificates but Carleton, Guelph and Laurentian list undergraduate certificate programs among their current offerings. All institutions, except Queen's, are authorized to grant diplomas. Notwithstanding the legal mandates of the institutions, Council doubts that it was Government's intention to allow some institutions and not others to offer certificate and diploma programs. Council believes that all universities should be able to offer certificate and diploma programs.

It is Council's view that the primary mission of the universities in the instructional area is to prepare students to fulfill the requirements of undergraduate and graduate *degree* programs. In certain circumstances and disciplines, however, Council recognizes that it may be appropriate for universities to offer some Government-funded certificate and diploma programs. These programs contain, in virtually all instances, existing courses which are already offered within degree programs. Council believes that certificate and diploma programs can serve a useful upgrading purpose for those working in a given field who feel that their educational needs would best be served by exposure to university instruction.

Council next reviewed appropriate sections of the Ministry's *Operating Formula Manual*. In the *Manual* a program is defined as a:

> . . . sequence of courses or other units of study prescribed by an institution for the fulfillment of the requirements of a particular degree, diploma, or certificate.[1]

However, the terms degree, diploma and certificate are not defined in the *Manual* and presumably are left to the institutions to define.

The term "credit" is not specifically defined in the *Manual* either, although an implicit definition of credit is contained within the definition of "unit of study":

> A course credit, credit hour or other unit of measurement established by a university to represent one part of the total requirements for completion of a degree or diploma program.[2]

Council defines the term "credit" for the purposes of this memorandum as referring to a course which is eligible for credit towards a degree. Only credit courses should be eligible for formula funding. It has never been intended by Council or by Government that non-credit courses in continuing education programs should receive formula funding.

It is Council's view that for a course in a certificate or diploma program to be eligible for formula funding it must be:

a) eligible for credit toward a degree as approved by a Senate or Governing Council;

and in addition, courses must be contained within a certificate or diploma program which has:

b) minimum admission requirements that are the same as those for degree students; and
c) similar methods of academic assessment for degree, diploma and certificate students.

Council believes that reference to these three principles is essential in determining whether courses in a certificate or diploma program should be funded by Government.

In order to assess the current situation within the university system, Council surveyed undergraduate certificate and diploma programs offered at the universities during the 1984-85 academic year (see Appendix A). It is clear from Council's review that its three principles, which underlie the rationale for the funding of courses in certificate and diploma programs are, at present, generally being met. However, the review indicates that several institutions are currently offering certificate and/or diploma programs which have minimum admission requirements that are lower than those for degree students. Council believes that, in order for the courses contained in these programs to be eligible for Government funding, the institutions concerned should ensure that these requirements are amended in order to reflect principle (b) above.

Council also found that, while in most instances the courses in certificate and diploma programs are offered for credit toward an approved degree, certain anomalies do exist. A number of certificate programs at the University of Toronto include among their courses of instruction "certificate courses" which are designed specifically for certificate programs and are not transferable towards a degree. However, Council is assured that these "certificate courses" are not reported by the University of Toronto as being eligible for formula funding. As well, Council notes that Lakehead University is offering diploma programs which are composed of a number of courses which do not carry degree credit and others which are termed, simply, "diploma" courses. These courses currently are reported as being eligible for formula funding.

With respect to the diploma offerings at Lakehead, Council notes that its engineering technology programs are part of a continuum which leads on to the engineering degree

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1. *The Ontario Operating Formula Manual,* Ministry of Colleges and Universities, 1984. p. 13.
2. *Ibid.,* p. 44.

program. These programs, as well as the Forest Technology and Library Technology programs, have existed for a considerable period of time at Lakehead and are continuing to meet a regional need in Northern Ontario. It is Council's understanding that Lakehead's diploma offerings are part of an internal review of undergraduate programs which is being undertaken at the university. While it is clear that the programs are composed of courses which do not meet the three principles outlined by Council for eligibility for formula funding, Council believes that the diploma programs at Lakehead should continue to be funded pending the results of the review process.

Council agrees with the sentiments expressed by the Minister in a letter of July 13, 1983 to the Rector of the University of Ottawa to the effect that university certificate programs should not be promoted, among those leaving grade 12 or 13, as an alternative to programs offered by the Colleges of Applied Arts and Technology (CAATs). The list of certificate and diploma programs currently offered at the universities indicates that some overlap exists with the CAATs with respect to programs offered in particular subject areas. Council shares the Minister's concern that the universities not impinge on the mandate of the CAATs to provide certificate programs in the particular "core" range of offerings outlined by the province in 1966:

a) Engineering technician and technologist programs below university level
b) Semiprofessional non-engineering type programs (e.g. in the paramedical field)
c) High level programs in office and distributive occupations, specifically of junior and middle management level, and including courses for small business
d) Agricultural and agricultural-related programs, at least in rural areas, in co-operation with the Department of Agriculture
e) General adult education programs, including cultural and leisure time activities
f) Programs of recreation, including physical education
g) General or liberal education courses, including remedial courses in basic subjects, and often incorporated as part of the other programs (e.g. English, Mathematics, Science)
h) Retraining, upgrading and updating courses
i) Trades skills, pre-apprenticeship, and apprenticeship training
j) Service industry courses (e.g. for tourist industry)
k) Commercial courses (e.g. cost accounting, junior accounting, data processing, computer programming)
l) Other courses to meet local needs.

With respect to the general or liberal education courses, and the general adult education programs, . . . these are not thought of as university level courses.[3]

Council is also aware that community colleges have three major responsibilities:

1) to provide courses of types and levels beyond, or not suited to, the secondary school setting;
2) to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and
3) to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates.[4]

While acknowledging that it is probably not possible to prevent, in every instance, some overlap between CAAT and university offerings, Council believes that every effort should be made to ensure that their distinctive roles within the post-secondary setting are respected, while at the same time allowing for some appropriate cooperation where institutional circumstances clearly warrant. Although some program overlap is

3. *Colleges of Applied Arts and Technology: Basic Documents,* Ontario Department of Education, June 1966, p. 13.
4. *Ibid.,* p. 13.

inevitable, Council believes that the essential difference between offerings at the CAATs and the universities lies in both the rigour and the academic level of their respective programs.

Accordingly, Council *recommends to the Minister:*

OCUA 85-1
FUNDING FOR UNIVERSITY UNDERGRADUATE CERTIFICATE AND DIPLOMA PROGRAMS

THAT Ministry funding approval policies for courses within undergraduate certificate and diploma programs at Ontario universities should reflect the principles and discussion outlined in this Memorandum, that is, they must be:

a) eligible for credit toward a degree as approved by a Senate or Governing Council;
   and in addition, courses must be contained within a certificate or diploma program which has:
b) minimum admission requirements that are the same as those for degree students; and
c) similar methods of academic assessment for degree, diploma and certificate students.

II. Certificate Programs in Community Recreation and Recreation Resource Management, University of Ottawa

The University of Ottawa certificate programs in Community Recreation and Recreation Resource Management as noted in a letter of June 21, 1983 from the Rector of the University of Ottawa to the Minister:

i) are parts of regular currently offered baccalaureate programs
ii) are accessible to part-time students who fulfill the normal admission requirements for university entrance
iii) enable those students admitted to concentrate their studies in an area of the discipline specifically directed to their existing and projected occupational needs.[5]

As well, as noted by the Rector, the programs:

> . . . have been designed to fill the needs of persons already employed in leisure services and related careers to the leisure services sector. Potential candidates for those two certificates must possess a university degree in a subject area other than Recreology; or be admissible as mature applicants and having not less than two years of relevant experience. Futhermore, the students registering in these two certificates will be expected to maintain the same level of performance as other students in the Honours Recreology program. In the light of this information, you will realize that university certificate programs do not at all correspond to certificate programs offered at the college level. Instead, they allow us to be more relevant, in terms of the needs of the marketplace and to assure between the latter and the university a flexibility which has been several times commended in the past by different commissions and even by the report on the Third System.[6]

Council is convinced that the Ottawa certificate programs are quite different from those offered by the CAATs and that they serve a different clientele. They fully meet the principles outlined earlier for funding of certificate and diploma programs. Council, therefore, reaffirms its Recommendation 83-1 in Advisory Memorandum 83-I that these programs be eligible for formula funding support.

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5. Letter from Dr. Roger Guindon to the Honourable Bette Stephenson, July 13, 1983.
6. *Ibid.*

III. Certificate Programs at Ryerson Polytechnical Institute

In Advisory Memorandum 78-IV, Council made recommendations on both the mechanism for program review and the funding status of both existing and future degree, diploma and certificate programs at Ryerson Polytechnical Institute. With respect to the funding arrangements for certificate programs at Ryerson, Council's position, as expressed in the Memorandum and in a clarifying letter from Dr. Winegard to the Minister, was that the Institute's existing arrangements for certificate programs should continue. In explaining Council's position, Dr. Winegard stated that:

> Only those courses in certificate programs that are also approved courses in a diploma or degree program should be eligible for counting. Non-credit courses should be ineligible for funding. By this method, we have insured that credit courses which are eligible for funding in certificate programs will have already been approved as part of an existing degree or diploma program.[7]

Council remains committed to this position.

Council recognizes that Ryerson is empowered by its governing act to award certificates, and that these certificate programs are significantly different from either Ryerson diploma or degree programs in their objectives and duration. Certificate programs at Ryerson (see Appendix B), all of which are offered through the Continuing Education Division, are intended to provide skills training, over a short period of time, for those already employed. They are not intended to prepare students for a career in a particular field. The certificate approach allows Ryerson to respond quickly and to adapt its course offerings to the needs of the marketplace. Council continues to support strongly Ryerson's efforts in this regard.

Council notes that students who are interested in working towards a certificate at Ryerson must first complete a specified number of required courses and electives before applying formally for the certificate. This practice differs somewhat from the situation at most universities where students are admitted to, and registered in, the program while completing the requirements for a certificate or diploma. In endorsing the position, as outlined in Dr. Winegard's letter regarding the funding arrangements for certificate programs at Ryerson, it is Council's view that for a course in a certificate program to be eligible for formula funding the course must have:

a) already been approved as part of an existing degree or diploma program and be transferable for full credit towards a degree or diploma;
b) minimum admission requirements that are the same as those for degree or diploma students; and
c) similar methods of academic assessment for degree, diploma and certificate students.

Council believes that reference to these three principles is essential in determining whether courses in certificate programs at Ryerson should be funded by Government.

The principles outlined above are consistent with Council's 1978-79 position. Council believes that funding should only be provided for courses in certificate programs at Ryerson which are equivalent, in all respects, to approved credit courses which are part of currently funded diploma or degree programs. Council, in establishing its criteria for the funding of courses in certificate programs at Ryerson, was guided by the principle that credit courses which are eligible for funding in certificate programs must already be approved as part of an existing diploma or degree program.

Council believes that in order to be eligible for Government funding, all courses in certificate programs at Ryerson must have minimum admission requirements that are the same as those for diploma or degree students. While acknowledging that the majority of those registering at Ryerson in individual courses are likely to be admitted on the basis of their "mature student" status, Council believes it is essential that the same admission standards be applied to students enrolling in all Government-funded courses at Ryerson which may be credited towards a certificate, degree or diploma. As well, it is Council's view that for purposes of academic assessment, students registered in a

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7. Letter from Dr. W. C. Winegard to the Honourable Bette Stephenson, February 15, 1979.

certificate course must be treated in the same manner as degree and diploma students in order to ensure that an equivalent level of rigour is being applied in all Government-funded programs at Ryerson.

Council has acknowledged the difficulties involved in preventing, in every instance, some overlap among college, university and Ryerson offerings. Council also recognizes that the list of Ryerson offerings in the certificate area suggests that the problem of impingement with respect to the CAATs is more pronounced in the case of Ryerson than with any of the universities. Given that both Ryerson and the CAATs are attempting to relate directly to the needs of the marketplace, Council believes that such an overlap is inevitable. Nevertheless, Council urges Ryerson to continue offering certificate programs in subject areas which are unique and which fill a need that cannot be met by the CAATs or the universities. Council believes that all Ryerson programs, whether they be degree, diploma or certificate, are at a different academic level, and offerings at the CAATs should not be considered equivalent.

Accordingly, Council *recommends to the Minister:*

OCUA 85-2
FUNDING FOR CERTIFICATE PROGRAMS AT RYERSON POLYTECHNICAL INSTITUTE

THAT Ministry funding approval policies for courses within certificate programs at Ryerson Polytechnical Institute should reflect the principles and discussion outlined in this Memorandum, that is, they must have:

a) already been approved as part of an existing degree or diploma program and be transferable for full credit towards a degree or diploma;
b) minimum admission requirements that are the same as those for degree or diploma students; and
c) similar methods of academic assessment for degree, diploma and certificate students.

M. Paikin
Chairman

March 22, 1985

Appendix A

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
BROCK	Certificate	Public Administration	7 courses (all credit)*	— same as for admission to degree program	
	Certificate	Urban and Environmental Studies	6 courses (all credit)	— same as for admission to degree program	
CARLETON	Certificate	English Language & Composition	5 courses (all credit)	— university degree or teaching certificate	— intended for practicing teachers — upgrade knowledge of the areas that underlie the new Ontario guidelines & support documents
	Certificate	French Language	6 courses (all credit)	— senior matriculation with 60% overall average or mature matriculation — pass french proficiency test (which is equivalent to an intermediate level university course)	
	Certificate	Law Enforcement Studies	6 courses (all credit)	— senior matriculation with 60% overall average or mature matriculati — junior matriculation & 3 years experience in a police force equivalent agency	
	Certificate	Public Service Studies	6 courses (all credit)	— junior matriculation — experienced applicants without junior matriculation considered on their merit	
	Certificate	Teaching English As A Second Language	5 courses (all credit)	— undergraduate Degree in Linguistics or another subject — extensive experience in teaching	
	Diploma	Music	5 courses (all credit) + Graduating Recital	— senior matriculation & adequate level of performance — special consideration given to applicants under mature matriculation regulations	

*The term "credit" indicates that the courses are eligible for credit towards a degree.

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
GUELPH	Certificate	Computing & Information Science	8 courses (all credit)	— same as for admission to degree program	— may be taken alone or in addition to a degree
	Diploma	Applied Statistics	10 half (one semester) courses (all credit)	— same as for admission to degree program	— not a program per se — part of a student's normal program
	Diploma	Agriculture	non-credit		— funded by by Ont. Ministry of Agriculture and Food
LAKEHEAD	Diploma	Engineering Technology		— junior matriculation with overall average of at least 60%	— Engineering Technology programs have a common first year which consists of 10 half courses. The courses, in some cases, do not carry degree credit and in others, (i.e., physics) are designed for Eng. Tech. students and may only be taken for degree credit by students *not majoring in that particular field* — diploma program in Engineering Technology requires 3 yrs. (full-time) of study from Gr. 12 and 2 yrs. of full-time study from Gr. 13 — programs offered in four disciplines: Chemical, Civil, Electrical and Mechanical
	Diploma	Forest Technology	2 yr. full-time study 20 half (one semester) courses	— junior matriculation with overall average of at least 60%	— courses specified as "diploma" courses
	Diploma	Mechanized Forest Operators Diploma	1 yr. full-time study 10 half (one semester) courses	— gr. 12 math & science subjects required — successful completion of Forest Technology program or equivalent	— courses specified as "diploma" courses not currently offered
	Diploma	Library Technology		— junior matriculation	— majority of courses specified as "diploma" courses
	Diploma	Business*			— *the diploma in Business Administration program is being phased out — only the 3rd yr. of the program will be offered in 84/85 — program eliminated in 85/86
	Diploma	Native Teacher Education	2 courses (both credit)	— successful completion of Ont. Gr. 13 (with at least at 60% average) — applicants may be considered on an	

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
LAURENTIAN	Certificate	Native Classroom Assistant	3 non-credit five-week courses	— open to persons of Native Canadian ancestry who have been selected by responsible authorities of their reserves	— offered at Laurentian campus by Faculty of Ed., Nipissing Univ. College
	Certificate	Business Data Processing	5 or 5½ courses (depending on option chosen) — all credit	— students must meet the admission requirements for the B.A. general program	
	Certificate	Competence in French As A Second Language	5 courses (all credit)	— students must earn a minimum score of 95 in the Laval test, pass an oral test and be admissible to the university	
	Certificate	French, Principal Language of Communication	6 courses (all credit)	— students must be eligible for admission to the university — cert. also offered to those holding a degree	
	Certificate	Family Life Studies & Human Sexuality	5 courses (all credit)	— students must be eligible for admission to the university — cert. also offered to those holding a degree	
	Certificate	Fineparticle Science	5 courses (all credit)	— students must be eligible for admission to the university	
	Certificate	Legal Interpretation	5 courses (all credit)	— must meet admission requirements of the university; have experience in the para-legal professions; pass a test in French and English	— courses are drawn from the School of Translators & Interpreters which also offers a Bachelor of Science in Language (B.Sc.L) program
	Certificate	Studies of the Co-operative Movement	5 courses (all credit)	— must meet admission requirements to the Bachelor of Arts general program	— coop courses required for the certificate are the same as those required for the concentration program for the general B.A.
	Certificate	Law & Justice	5 courses (all credit)	— meet meet admission requirements to the Bachelor of Arts general program	— courses required for the certificate are the same as those required for the concentration program for the general B.A.
	Diploma	Public Administration	6 courses (all credit)	— undergraduate degree or equivalent academic qualifications — those applicants who do not hold an undergraduate degree but have significant professional experience in the field will be considered for probationary admission	— multi-disciplinary program — four of the six courses are at the 4th year level

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
	Diploma	Fitness & Lifestyle Management	30 credits or 5 full course equivalents (all credit)	— undergraduate degree or equivalent — significant professional experience in fitness & lifestyle management	
	Diploma	Law & Justice	5 courses (all credit)	— undergraduate degree and approval of the coordinator	— program is entirely composed of 4th year level courses
McMASTER					— NIL
OTTAWA	Certificate	Business Administration	10 half (one semester) courses (all credit)	— same as for admission to degree program in Faculty of Administration	
	Certificate	Labour Management Relations	10 half (one semester) courses (all credit)	— same as for admission to degree program in Faculty of Administration	
	Certificate	Public Administration	10 half (one semester) courses (all credit)	— same as for admission to degree program in Faculty of Administration	
	Certificate	Criminology	33 credits or 5 1/2 full course equivalents (all credit)	— general admission requirements of the Faculty of Social Sciences	
	Certificate	Community Recreation	33 credits or 5 1/2 full course equivalents (all credit)	— must meet university admission requirements to the Bachelor degree programs	— students may not be registered concurrently in a Certificate program & degree program at the University of Ottawa
	Certificate	Recreation Resource Management	33 credits or 5 1/2 full course equivalents (all credit)	— must meet university admission requirements to the Bachelor degree programs	
QUEEN'S					— NIL

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
TORONTO	Diploma	Music-Artist Diploma	3 yr. program 5 full course equivalents/ year (all credit)	— must pass an audition — 5 Gr. 12 Academic Credits (not including music)	— designed to prepare performing artists
	Diploma	Music-Licentiate Diploma	3 yr. program 5 full course equivalents/ year (all credit)	— must pass an audition — 5 Gr. 12 Academic Credits (not including music)	— designed to prepare teachers of piano
	Diploma	Operatic Performance	2 years of full-time residence course work + contribution to opera performances (see remarks)	— 4 year performance degree or Music-Artist Diploma	— each candidate to plan program with a faculty member
	Certificate	Business	6 full course equivalents credit/non-credit (see remarks	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed are 7 "Certificate Courses"
	Certificate	Personnel & Industrial Relations	6 full course equivalents credit/non-credit (see remarks)	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed are 7 "Certificate Courses"
	Certificate	Public Administration	6 full course equivalents credit/non-credit (see remarks)	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed are 7 "Certificate Courses"
	Certificate	Criminology	6 full course equivalents credit/non-credit (see remarks)	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed is 1 "Certificate Course"
	Certificate	Teaching English As A Second Language	6 full course equivalents credit/non-credit (see remarks)	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed are 3 "Certificate Courses"
	Certificate	Law Enforcement Studies	7 full course equivalents credit/non-credit (see remarks)	— police officers applying for admission may be considered on basis of Gr. 12 or its equivalent with an acceptable average, Police College and recommendation of Supervisor	— *among the courses of instruction listed are 10 "Certificate Courses" — *"Certificate Courses" are designed specifically for certificate programs and are not transferable towards a degree. All other courses listed as part of the individual certificate programs are Faculty of Arts and Science degree credit courses

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
	Diploma	Gerontology	12 half (one semester) courses (all credit)	— bachelor's degree with an acceptable average (minimum B- or 70%) or equivalent academic qualifications	— part-time program for graduates who wish to specialize in this field
	Diploma	Translation	6 full course equivalents (all credit)	— bachelor's degree with an acceptable average (minimum B- or 70%) or equivalent academic qualifications — entrance examination to determine candidate's proficiency in translation and level of ability in second language	
	Diploma	Operational Research	10 half (one semester) courses (all credit)	— bachelor's degree with an acceptable average (minimum B- or 70%) in an engineering, mathematical or scientific discipline, or equivalent academic qualifications	— diploma will not be offered after the 1986/87 winter session — applications for admission won't be accepted after 84/85 academic year — students must complete the program within this 3 yr. period
	Diploma	Resource Management	5 full course equivalents (all credit)	— bachelor's degree in either Forestry, Landscape Architecture, Biological Sciences, Environmental Sciences or Managerial Sciences	
	Diploma	Technical Education	1 Academic year (all credit)	— minimum grade 12 with trade experience of five years or minimum grade 12 with a combination of post-grade 12 education (technological studies) and business or industrial experience that total five years — proof of competence in one area of technological studies	
	Diploma	Child Assessment and Counselling	11 full course equivalents (all credit)	— an approved degree with at least a B standing	— program may be modified for students with prior professional training and experience
	Diploma	Early Childhood Education	10 full course equivalents (all credit)	— an approved degree with at least a B standing	— a one year program is open to candidates with approved professional experience — candidates must complete five full courses
TRENT	Diploma	Native Studies	6 courses (all credit)	— program is open to students who have equivalent of Ont. Gr. 12 or who qualify as mature students	— courses are drawn from the Native Studies Department

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
WESTERN	Diploma	Diplome de Francais Pratique	5 credit courses 2 non-credit courses (for diploma students only)	— must meet general university admission requirements — Ont. Gr. 13 French or practical equivalent (applicants lacking Ont. Gr. 13 French or equivalent may take normal Fr. Dept. prerequisite courses to qualify)	
	Diploma	Diplome de Francais Practique — Administrative & Commercial Studies*	(all credit) (*see remarks)	— students are governed by regulations pertaining to both the Administrative & Commercial Studies program and the Diplome de Francais Pratique	— *program permits students to complete the requirements for both a B.Arts degree in Administrative & Commercial Studies & the Diplome de Francais Pratique within a 15 course program — five credit courses in French are compulsory — 3 areas of concentration are possible in the B.Arts degree while the French component remains identical in each instance
	Diploma	Public Administration (Urban/Regional)	course requirements determined on an individual basis during admission process (all credit courses)	— open to all — offers will be based on an assessment of each candidates' potential as indicated by academic qualifications, practical experience and references	— diploma requires a number of compulsory courses — additional courses are required, the number of which is determined by each student's background
	Diploma	Journalism for Canadian Native People	3 terms of full-time study number of courses not available, however they are non-credit courses	— minimum Gr. 10 or equivalent — some experience in journalism — letter of recommendation from a recognized Native organization — proficiency in English	
	Diploma	Diploma in Education (Tech. Studies)	1 academic year (all credit courses) (21 units = 17 academic 4 practical)	— minimum Gr. 12 with trade experience of at least 5 years — academic background beyond Gr. 12 may be used to reduce the required trade experience to two years	
	Diploma	Artist Diploma in Performance-Music	1 or 3 yr. (both full-time programs) (all credit courses)	— 1 yr. — Bachelor of Musical Arts (Performance) degree or its equivalent — show evidence of exceptional performance ability — performance level of at least a Conservatory Associate student — 3 yr. — normal requirements for admission to Faculty of Music — performance level of at least a Conservatory Grade X level	

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
	Diploma	Diplome de Francais Juridique	3 yr. in conjunction with L.L.B.	— admission to Law school	— designed to meet needs of those studying law who wish to achieve a high level of fluency in French
W.L.U.	Diploma	Business Administration	6 full course equivalents (all credit)	— undergraduate degree OR — 3 yrs. of business or government experience following most recent formal education	
	Diploma	Accounting	19 half (one term) courses (all credit)	— undergraduate degree OR — 3 yrs. of business or government experience following most recent formal education	— designed to meet all university requirements for the C.A. designation as well as provide a specialized program for industrialized personnel
WINDSOR	Certificate	Public Administration	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Municipal Administration	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Criminology and Criminal Justice	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Organizational Communcations	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Organizational and Career Development	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Business Administration	12 half (one semester) courses (all credit)	— Ont. Gr. 13 (60% average) or equivalent preliminary years — students under 21 who have completed Gr. 12 with a 66% average (out of secondary school will be considered)	
	Certificate	Religious Studies	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent preliminary year or as an adult student	
	Diploma	Public Administration	24 half (one semester) courses OR 12 half courses and the Certificate*	— Ont. Gr. 13 or equivalent preliminary year or as an adult student — *Certificate (Public Administration or Municipal Administration)	— students may register for the Diploma without having first completed a Certificate

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
YORK	Certificate	Coaching	5 full course equivalents (all credit) + practicum (non-credit)	— registered B.A. and/or B.Sc. students — students may apply after 1st year	— Certificate may be taken on its own however all 13 students currently enrolled are degree students taking the certificate concurrently
	Certificate	Advanced Coaching	5 full course equivalents (all credit) + practicum (non-credit)	— must be registered as a Phys. Ed. student — must hold the highest level of National Coaching Certificate available in one's chosen sport	
	Certificate	Fitness Assessment & Exercise Counselling	6 full course equivalents 1/2 practicum (all credit)	— must be registered as a Phys.Ed. student — interview with instructor	— students may apply only after 1st year — Certificate taken concurrently with B.Sc.
	Certificate	Sports Administration	7 full course equivalents (all credit)	— must be eligible for admission to the university — interview with instructor	— Certificate taken concurrently with undergraduate program
	Certificate	Meteorology	5 full course equivalents (all credit)	— must be eligible for admission to the university — must have successfully completed a satisfactory number of 1st and 2nd year math and physics courses	— may be taken concurrently
	Certificate	Bilingual Competence	2 full course equivalents in French an oral and written examination (all credit)	— must be registered in an undergraduate degree program	— a Certificate de Competence Bilingue is also offered for French speaking students — the course work and examination requirements are identical, however they are conducted in English
ALGOMA	Certificate	Business Data Processing	5 or 5 1/2 courses depending on the elective option chosen (all credit)	— must meet admission requirements for the B.A. general program	— Algoma currently offers a full degree program (BA) with a major in Computer Science
HEARST					— NIL
NIPISSING					— NIL

Appendix B

Ryerson Certificate Programs — September 1984

DESCRIPTION	ADMISSION REQUIREMENTS	CERTIFICATE REQUIREMENTS (CREDIT/NON-CREDIT)	REMARKS
Chemical Analysis	— grade 12 or equivalent — Chemistry and Math at the grade 13 level (minimum 60%)	— six courses (all are required) — 5 courses are equivalent to diploma or degree credit — 1 course is considered to be the partial equivalent of a diploma/degree credit	
Civil Technology	— grade 12 or equivalent or extensive industrial experience	— seven courses (5 required and 2 electives) — all five required courses are considered to be the partial equivalent of a diploma/degree credit — of the 16 elective courses listed; 9-credit and 7 are considered to be the partial equivalent of a diploma/degree credit	
Computer Programming (Computer Science)	— admission limited to those with a certain level of proficiency in computer programming (as specified by the Department)	— six courses (5 required, 1 elective) — of five required courses — 3 are equivalent to degree/diploma credit and 2 are considered to be the partial equivalent of a diploma/degree credit — of the 3 electives listed — 2 are equivalent to diploma/degree credit and 1 is non-credit	
Computer Programming (Engineering)	— admission limited to those with a certain level of proficiency in both Mathematics and Computer Science (as specified by the Department)	— six courses (3 required, 3 electives) — of 3 required courses — 2 are equivalent to diploma/degree credit and 1 is considered to be the partial equivalent of a diploma/degree credit — all five electives listed are equivalent to diploma/degree credit	
Contemporary Economic Issues			— has been discontinued
Critical Care Nursing	— minimum one year of medical surgical nursing within past-two years — College of Nurses' Certificate of Competence — evidence of academic capability	— 7 courses (combination of full and part-time study) — all courses are equivalent to diploma/degree credit	
Economic Analysis	— grade 13 English and Mathematics or equivalent	— 10 courses (7 required, 3 electives) — all courses are equivalent to diploma or degree credit	
Electrical Engineering Tech.	— grade 12 or equivalent or extensive industrial work experience	— eight courses (all are required) — each of the eight courses is considered to be the partial equivalent of a diploma/degree credit	
Electrical Engineering Tech. (Intermed. Cert.)	— Certificate in Electrical Engineering Technology or equivalent	— seven courses (4 required, 3 electives) — all courses listed are considered to be partial equivalent of a diploma/degree credit	
Electrical Engineering Tech. (Advanced Cert.)	— Intermediate Certificate in Electrical Engineering or equivalent	— seven courses (3 required, 4 electives) — of 3 required courses 1 is equivalent to a diploma/degree credit and 2 are considered to be the partial equivalent of a diploma/degree credit — all of the 10 listed electives are considered to be the partial	

Ryerson Certificate Programs — September 1984

DESCRIPTION	ADMISSION REQUIREMENTS	CERTIFICATE REQUIREMENTS (CREDIT/NON-CREDIT)	REMARKS
Certificate of Proficiency in French	— placement test and interview required — no test or interview required for those who have no knowledge of French or Grade 10 French or less	— six 1-term credit courses — all courses listed are equivalent to diploma/degree credit	
Gerontology		— six courses (2 required, 4 electives) — both required courses are equivalent to diploma/degree credit — of the 10 listed electives, 7 are equivalent to diploma/degree credit and 3 are non-credit	— program is designed for professionals working with seniors — there are three study formats: classroom, cassette and radio
Graphic Arts Management	— a position with some managerial responsibility or a senior non-managerial job and considerable work experience — an interview is necessary prior to registration in most courses	— six courses (4 required, 2 electives) — all 4 required courses are non-credit — all 5 listed electives are equivalent to diploma/degree credit	
Graphic Arts Production	— grade 12 or equivalent or relevant experience in graphic arts	— six courses (4 required, 2 electives) — all courses listed are non-credit	
Hotel, Resort, and Restaurant Management	— grade 12 or its equivalent	— ten courses (8 required including 4 in a student's study area, 2 electives) — all courses listed are equivalent to diploma/degree credit	— study areas include Administration, Food and Beverage and Lodging
Human Resources Management	— grade 12 or equivalent or position in the field or at least two years of general business experience	— six courses (4 required, 2 electives) — all courses listed are equivalent to diploma/degree credit	
Industrial Engineering Tech.	— grade 12 or equivalent or extensive industrial experience	— six courses (4 required, 2 electives) — of 4 required courses — 3 are equivalent to diploma/degree credit and 1 is a non-credit course — of the 9 electives listed 7 are credit, 1 is considered to be the partial equivalent of a diploma/degree credit and 1 is non-credit	
Information Studies	— grade 13 with at least 5 years of acceptable work experience — interview is required	— ten courses (all are required courses) — all courses listed are non-credit	— program is designed for administrative and technical professionals who are responsible for the management of information
Interior Design, Life Style	— grade 12 or equivalent or at least two years' business experience in the interior design area	— six courses (4 required, 2 electives) — all four required courses are non-credit — all electives in Option A (creative stream) are non-credit — all electives in Option B (sales stream) are equivalent to diploma/degree credit	
International Business	— grade 12 or equivalent or the recommendation of the applicant's supervisor	— six courses (4 required, 2 electives) — of the required courses, 2 are equivalent to a diploma/degree credit and 2 are non-credit — of the 8 listed electives, 3 are equivalent to a diploma/degree credit and 5 are non-credit	

Appendix B (continued)

Ryerson Certificate Programs — September 1984

DESCRIPTION	ADMISSION REQUIREMENTS	CERTIFICATE REQUIREMENTS (CREDIT/NON-CREDIT)	REMARKS
Magazine Journalism	— restricted to mature applicants with appropriate university degrees or diplomas in graphic arts, english, journalism or at least one year of experience in journalism or a related field — course admission interview is necessary	— five courses (all are required courses) — all courses listed are non-credit	— each course involves a minimum of 42 hours of classroom work or organized class projects in magazine offices
Landscape Architecture	— grade 12 or equivalent or extensive field experience	— six courses (4 required, 2 electives) — of 4 required 3 are equivalent to diploma/degree credit and 1 is considered to be the partial equivalent of a diploma/degree credit — of 7 listed electives — 5 are credit, 1 is non-credit and one is considered to be the partial equivalent of a diploma/degree credit	
Law Office Administration	— grade 12 or equivalent or at least 3 years of experience in business or industry	— six courses (4 required, 2 electives) — all 4 required courses are non-credit — of the 4 electives listed 3 are equivalent to diploma or degree credit and 1 is a non-credit course	
Management and Community Studies	— grade 12 or equivalent or the recommendation of the applicant's supervisor	— six courses (all required courses) — all courses listed but one are equivalent to diploma/degree credit	— this certificate is now in the approval process at Ryerson
Advanced Certificate in Management and Community Studies	— Certificate in Management and Community Studies	— six courses — 4 required in chosen area of specialization and 2 electives to be selected from other area — all courses listed in Community Studies area are equivalent to diploma/degree credit — all but two courses listed in Management/Communication area are the equivalent of a diploma/degree credit — the other two are non-credit	— students may specialize in either Community Studies or Management/ Comunication
Marketing Management	— grade 13 or equivalent or adequate experience in business or industry	— six courses (3 required, 3 electives) — all courses listed are equivalent to diploma/degree credit	
Merchandising Administration	— grade 13 or equivalent or adequate experience in business	— six courses (3 required, 3 electives) — all courses listed are equivalent to diploma/degree credit	
Mechanical Tech.	— grade 12 or equivalent or extensive industrial experience	— six courses (4 required, 2 electives) — of 4 required courses 3 are credit and one is considered to be the partial equivalent of a diploma/degree credit — of 7 listed electives — 5 are credit and 2 are considered to be the partial equivalent of a diploma/degree credit	

Ryerson Certificate Programs — September 1984

DESCRIPTION	ADMISSION REQUIREMENTS	CERTIFICATE REQUIREMENTS (CREDIT/NON-CREDIT)	REMARKS
Advanced Certificate in Mechanical Tech.	— Certificate in Mechanical Tech. or the Certificate in Industrial Engineering Technology	— 7 courses (2 required, 5 electives) — of the two required — 1 is credit and 1 is considered to be the partial equivalent of a diploma/degree credit — of the 15 listed electives — 10 are credit and 5 are considered to be the partial equivalent of a diploma/degree credit	— courses which have been used for either the Certificate in Mechanical Technology or the Certificate in Industrial Engineering Technology may not be used for the Advanced Certificate
Certificate in Metallurgy	— grade 12 or equivalent or extensive industrial experience	— seven courses (3 required, 4 electives) — all 3 required courses are considered to be the partial equivalent of a diploma/degree credit — of the 8 electives 7 are credit and one is a non-credit course	
Cancer Nursing	— applicant must be a registered nurse	— seven courses (6 required, 1 elective) — of the 6 required courses — 1 is credit and 5 are non-credit — all of the electives listed are equivalent to diploma/degree credit	— nurses are expected to maintain the College of Nurses' Certificate of Competence throughout the program
Occupational Health and Safety	— grade 13 or equivalent — applicants may be admitted on the basis of extensive professional experience	— eight courses (all required courses) — three courses are equivalent to diploma/degree credit and 5 are non-credit	
Psychology of Human Relations	— grade 12 or equivalent or at least three years of experience in business or industry	— five or six courses (1 required + either 4 or 5 electives depending on the option chosen) — all courses listed are equivalent to diploma/degree credit	
Purchasing	— grade 12 or equivalent or 3 years of experience in business	— seven courses (1 required, 6 electives) — the required course is equivalent to a diploma/degree credit — 8 of the 23 listed electives are non-credit and the remaining 15 courses are equivalent to a diploma/degree credit	
Public Administration Public Administration (Advanced)			— Ryerson offers a Bachelor of Applied Arts degree in Public Administration. Students may apply to graduate with a certificate after the completion of Level 1 and an Advanced Certificate after the completion of Level 2. (The degree program consists of 3 levels of study.)
Quality Assurance	— grade 12 or equivalent or extensive industrial training and experience	— seven courses (5 required, 2 electives) — all required courses listed are non-credit — of 6 listed electives — 3 are non-credit and 3 are equivalent to diploma-degree credit	
Quantitative Management Methods	— grade 12 advanced-level mathematics	— eight courses (6 required, 2 electives) — all courses listed are equivalent to diploma/degree credit	

85-II The Allocation of the Government's Operating Support for the University System in 1985-86

The Minister of Colleges and Universities informed Council on March 7, 1985 that, for 1985-86, a maximum of $1,244.0 million in operating grants will be made available for the university system. Of this amount, $1,239.1 million is available for Council's basic funding objectives and the grant-in-aid for the Bar Admission Course. The final $4.9 million is retained by the Ministry of Colleges and Universities for line budget items. The Minister also indicated that Government's decisions regarding recommendations 84-8 (equipment and library funding) and 84-9 (capital assistance) had not been finalized.

In addition to the operating grants announcement, the Minister announced that "formula tuition fee rates for all students in Ontario universities, Ryerson Polytechnical Institute, the Ontario College of Art, and related institutions will increase by 5% in 1985-86",[1] and asked "universities to ensure that institutional tuition fee increases do not exceed 5% over the 1984-85 levels".[2] These policies apply to both domestic and visa students. By applying the increase in formula fee rates to Council's estimate of 1985-86 total student enrolment (an estimated 1.5% increase as indicated in Advisory Memorandum 84-III), an estimated $18.3 million in additional formula fee revenue is yielded.

Based on the above estimate of the increase in formula fee revenue and the estimated 1.5% increase in enrolment, total grant and fee revenue accruing to the university system in 1985-86 is expected to be $1,558.3 million. This represents a 5.3% or $77.8 million increase over 1984-85. The estimated total revenue available for Council's basic funding objectives in 1985-86, including the $1,239.1 million in operating grants designated for this purpose and the estimated $18.3 million from the formula fee rate increase, falls $50.4 million short of Council's basic funding objectives.

On January 21, 1985, the Chairman of Council wrote the Minister of Colleges and Universities, outlining Council's reaction to the tuition fee and allocative recommendations for 1985-86 contained in the *Report of the Commission on the Future Development of the Universities of Ontario*. In reference to allocative procedures for 1985-86, the Chairman indicated that:

> . . . Council feels that the recommendations pertaining to changes in the allocation mechanism for operating grants and tuition fee policy should not be implemented for 1985-86.
>
> Council recommends that for 1985-86 the interim formula in place for 1984-85 should be used for allocating Basic Operating Income and formula grants.[3]

The Minister responded on February 22, 1985, stating:

> I accept Council's recommendation that for 1985-86, the formula distribution arrangements currently in place for 1984-85 should be maintained. However, the floor provision of a minimum 5% increase in operating grants will be reviewed for 1985-86.[4]

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1. Letter from the Honourable K. C. Norton, Minister of Colleges and Universities, to Mrs. M. Paikin, March 7, 1985.
2. *Ibid*.
3. Letter from Mrs. M. Paikin to the Honourable B. Stephenson, Minister of Colleges and Universities, January 21, 1985.
4. Letter from the Honourable K. C. Norton, Minister of Colleges and Universities, to Mrs. M. Paikin, February 22, 1985.

On March 7, 1985 the Minister elaborated on this reference to reviewing the need for a floor provision for 1985-86:

> In my letter of February 22, 1985, I indicated that for 1985-86, the formula distribution arrangements currently in place for 1984-85 should be maintained but that the floor provision of a minimum increase in operating grants would be reviewed. I have given this matter serious consideration and have decided that a floor provision in 1985-86 may not be necessary. I believe universities can manage their affairs in the context of their available resources and the continuing decline in inflationary trends.[5]

Council has also reviewed the need for a floor provision for 1985-86 and has concluded that it is not appropriate to recommend a floor for this year. Hence, Council reaffirms its advice of January 15, 1985 to the Minister on the appropriate allocation mechanism for 1985-86.

In this memorandum, Council presents its advice on the distribution of the $1,239.1 million that has been made available for Council's 1985-86 operating grant allocation. This advice includes recommendations on the allocation of differentiation grants, Northern Ontario grants, bilingualism grants, grant-in-aid for the Bar Admission course, and a provision for final enrolment adjustment. As well, it contains advice on the distribution of the funds remaining after the above allocations according to the formula as announced by the Minister on March 7, 1985.

Differentiation Grants

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so. Trent University is the only institution to have received a differentiation grant. Over the past four years, Trent has been awarded differentiation grants: in recognition of its continued efforts to solidify its differentiated role as the only institution in the Ontario university system engaged almost exclusively in undergraduate Arts and Science education; in approval of its realignment of its limited graduate offerings to complement its academic strengths; and in acknowledgement of its improved management of resources and expenditures.

Trent's ongoing implementation of the academic and fiscal principles which it has adopted with regard to undergraduate and graduate programming and to deficit reduction, respectively, continues to meet with Council's approval. In its most recent progress report to Council, Trent demonstrated to Council's satisfaction continued progress towards phasing-out enrolment in discontinued single-discipline graduate programs and consolidating its role as a predominantly undergraduate, liberal Arts and Science university. It also indicated significant progress in deficit reduction, projecting the elimination of its cumulative operating funds deficit in 1986-87. Accordingly, Council *recommends to the Minister:*

> *OCUA 85-3*
> *DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1985-86*
>
> *THAT* a differentiation grant of $1,500,000 be made to Trent University in 1985-86.

Council reaffirms its position that the recommended level of any future differentiation grant be determined as a result of a review of the existing circumstances of an institution.

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5. Letter from the Honourable K. C. Norton, Minister of Colleges and Universities, to Mrs. M. Paikin, March 7, 1985.

Northern Ontario Grants

For 1985-86, the value of the Northern Ontario grants for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, is calculated according to the "mini-formulae" outlined in Advisory Memorandum 75-VII. On the basis of those formulae, each grant is determined with reference to the prior year's Basic Operating Income of each institution. Accordingly, Council *recommends to the Minister:*

OCUA 85-4
NORTHERN ONTARIO GRANTS 1985-86

THAT Northern Ontario grants in 1985-86 be made in the following amounts:

Lakehead	$2,423,000
Laurentian	2,334,000
Algoma	210,000
Laurentian (Algoma)	39,000
Nipissing	453,000
Laurentian (Nipissing)	63,000
Hearst	110,000
Laurentian (Hearst)	44,000

Bilingualism Grants

In Advisory Memorandum 83-IX, Council documented the incremental costs of existing bilingualism programs using 1981-82 cost data. On the basis of the study's findings, the level and distribution of bilingualism grants were adjusted in 1984-85 to reflect more accurately the incremental costs of bilingualism. It remains Council's intention that the distribution among institutions of the 1981-82 costs of bilingualism should form the basis for bilingualism grant allocation for a four to six year period.

For 1985-86, the total funds available for distribution are equal to the total of the previous year's grants increased by the percentage increase in total university system operating grants (5.0%). These grants are to be allocated according to the incidence of incremental bilingualism costs, as identified in Advisory Memorandum 83-IX.

Accordingly, Council *recommends to the Minister:*

OCUA 85-5
BILINGUALISM GRANTS 1985-86

THAT bilingualism grants in 1985-86 be made in the following amounts:

Ottawa	$10,399,000
Laurentian	2,116,000
Glendon	874,000
Hearst	111,000
Sudbury	135,000
St. Paul	869,000

Bar Admission Course

In recent years, Council has recommended that the grant-in-aid for the Bar Admission Course be increased by the same percentage as that accorded the university system as a whole. Council continues to apply this policy for 1985-86 and proposes that the grant-in-aid for the Bar Admission Course be increased by 5.0%. Council accordingly *recommends to the Minister:*

OCUA 85-6
GRANT TO THE LAW SOCIETY OF UPPER CANADA ON BEHALF OF THE BAR ADMISSION COURSE 1985-86

THAT a grant of $763,000 be made available to the Law Society of Upper Canada for support of the Bar Admission Course in 1985-86.

Basic Income Unit Value

Of the $1,239.1 million available for distribution in 1985-86, Council has recommended that $22.443 million be made available for Northern Ontario, bilingualism, and differentiation grants, and for the grant-in-aid for the Bar Admission Course. In addition to these deductions, shown in Table I, $1.205 million has been set aside by Council as the provision for final enrolment adjustment to offset any discrepancy between the estimated weighted enrolment for 1984-85 and the final enrolment figures. The amount remaining for distribution by formula is $1,215.52 million. It should be noted that the unused portion of the provision for final enrolment adjustment will also be distributed according to the funding formula announced by the Minister of Colleges and Universities.

TABLE I

Availability of Funds for Distribution as Formula Grants for 1985-86

Available for Council's Allocative Recommendation		$1,239,100,000
Deduct:		
Northern Ontario Grants	$ 5,676,000	
Bilingualism Grants	14,504,000	
Differentiation Grants	1,500,000	
Bar Admission Course	763,000	
Sub-Total	22,443,000	
Provision for final enrolment adjustment	1,205,000	
Available for distribution as Formula Grants		$1,215,452,000

Two-thirds of the 1985-86 formula grants are to be distributed according to the "old formula" and one-third of the formula grants are to be allocated according to the "new formula" announced by the Minister of Colleges and Universities in December, 1983.[6] This has been accomplished by calculating the distribution for the entire $1,215.452 million in formula grants twice, according to each of the formulas. The resulting two formula grant figures for each institution (one calculated under the "old formula" and the other calculated under the "new formula") have been multiplied by their respective share of total formula grants (two-thirds and one-third) and added together to arrive at each institution's formula grant.

Under the "old formula", the value of the undergraduate Basic Income Unit (BIU) is $4,162 and the graduate BIU value is $4,059. The undergraduate allocation is calculated in accordance with the undergraduate funding formula established in Advisory Memorandum 75-VII. The graduate BIU allocation is calculated according to the method specified in Advisory Memorandum 78-III.

Under the "new formula", the value of the Base BIU is $3,187 and the Moving-Average BIU value is $975. The base allocation and moving-average allocation are calculated in accordance with the new formula described in the Operating Formula Manual.

Accordingly, Council *recommends to the Minister:*

6. See Ministry of Colleges and Universities, *Operating Formula Manual,* September, 1984, pp. 27-32 for a description of the formula.

OCUA 85-7
GRADUATE AND UNDERGRADUATE BIU VALUES UNDER THE "OLD FORMULA" 1985-86

THAT for 1985-86, the graduate BIU value be not less than $4,059 and the undergraduate BIU value be not less than $4,162.

OCUA 85-8
BASE AND MOVING-AVERAGE BIU VALUES UNDER THE "NEW FORMULA" FOR 1985-86

THAT for 1985-86, the base BIU value be not less than $3,187 and the moving average BIU value be not less than $975.

Table II summarizes the distribution of grants based on the recommendations contained in this memorandum. It documents, by institution, the formula and non-formula grants recommended by Council for 1985-86, along with the grant totals for 1984-85 and the percentage increases in grants between the two years.

M. Paikin
Chairman

March 22, 1985

Table II

Distribution of Grants Generated by Recommendations in Advisory Memorandum 85-II
($000)
1985-86 Recommendations

	Formula Grants	Northern Ontario Grants	Bilingualism Grants	Differentiation Grants	Special Grants & Final Enrolment Adjustment	Total Grants Recommended	1984-85 Total Grants	% Change
Brock	23,425					23,425	21,559	8.7
Carleton	60,218					60,218	57,025	5.6
Guelph	73,529					73,529	69,827	5.3
Lakehead	19,399	2,423				21,822	20,408	6.9
Laurentian	18,311	2,334	2,251			22,896	21,469	6.6
Algoma	1,383	210				1,593	1,484	7.3
Laurentian (Algoma)	275	39				314	299	5.0
Nipissing	3,260	453				3,713	3,497	6.2
Laurentian (Nipissing)	564	63				627	470	33.4
Hearst	337	110	111			558	529	5.5
Laurentian (Hearst)	203	44				247	168	47.0
McMaster	80,178					80,178	76,386	5.0
Ottawa	91,620		11,268			102,888	98,713	4.2
Queen's	83,628					83,628	80,033	4.5
Toronto	266,628					266,628	255,978	4.2
Trent	12,650		1,500			14,150	13,142	7.7
Waterloo	93,804					93,804	89,268	5.1
Western	125,498					125,498	120,264	4.4
Wilfrid Laurier	24,077					24,077	22,950	4.9
Windsor	52,024					52,024	49,864	4.3
York	107,642		874			108,516	100,335	8.2
OISE	16,412					16,412	16,031	2.4
Ryerson	52,733					52,733	50,470	4.5
OCA	7,540					7,540	7,253	4.0
Dominican	114					114	117	(2.9)
Total	1,215,452	5,676	14,504	1,500	0	1,237,132	1,177,540	5.1
Bar Admission					763			
Final Enrolment Adjustment					1,205			

NOTES: 1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institution.
2. Bilingualism grants for affiliated institutions are included with the parent institutions.
3. The 1984-85 grants use MCU initial formula operating grant calculations released April 25, 1984.

85-III The Criteria Used in Reviewing Requests for Ministerial Consents Pursuant to the Degree Granting Act, 1983

In a letter of October 12, 1984, to the Chairman of Council, the Minister of Colleges and Universities asked the advice of Council with respect to certain criteria which the Minister currently uses in reviewing requests for Ministerial consents pursuant to the *Degree Granting Act*, Chapter 36, Statutes of Ontario, 1983. The Minister requested that Council's advice be submitted by March 31, 1985, in order to provide the institutions concerned with some advance notice should new criteria be required for the next academic year.

The *Degree Granting Act*, which came into force on June 30, 1984, restricts the granting of degrees, the offering of degree programs and the use of the word "university" to institutions authorized to do so by the Legislature or, in the case of institutions established outside Ontario, to those granted the consent to do so by the Minister.

Other Canadian Provinces

According to the Ministry's policy statement governing the issuing of Ministerial consents, Canadian out-of-province institutions will be granted a consent only if the institution is a corporation and is a university or degree-granting institution established in Canada by either an Act of the Parliament of Canada or an Act of a legislature of a province other than Ontario. The institution must also be a member of the Association of Universities and Colleges of Canada. Council accepts the Ministry's current approach as practical and reasonable and suggests that it be continued.

Accordingly, Council *recommends to the Minister:*

OCUA 85-9
THE CRITERIA USED IN REVIEWING REQUESTS FROM OUT-OF-PROVINCE CANADIAN INSTITUTIONS FOR MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT

THAT the existing Ministry policy regarding the granting of Ministerial consents to out-of-province Canadian institutions proposing to offer a degree program in Ontario should be continued.

Non-Canadian Jurisdictions

The Ministry's present policy statement governing the issuing of Ministerial consents distinguishes between institutions based outside Canada or the United States and institutions which are based in the United States. It specifies that institutions outside Canada or the United States which intend to offer degree programs in Ontario will be granted consent to do so only if the institution is a university or degree-granting institution established under the laws of its home jurisdiction. The institution must either be fully accredited by an accrediting agency or be fully authorized to grant degrees in its own jurisdiction. As well, the institution must be recognized by the Minister and meet other requirements as the Minister may prescribe.

The Ministry's present policy statement also specifies that institutions based in the United States which intend to offer degree programs in Ontario must be accredited by an accrediting agency recognized by the Secretary of Education of the United States of America. In addition to institutional accreditation, an individual degree program to be offered in Ontario by an institution based in the United States must also be accredited by an accrediting agency designated by the Minister and recognized by the Secretary of

Education of the United States. Such universities may also be required to file with the Minister proof that the accrediting agency has certified that the degree program being offered in Ontario meets the same standards as programs offered by the institution within its home state. In this connection, the accrediting agency is required to certify standards with respect to admission requirements, curricula, qualifications of faculty, hours of instruction, access to library and laboratory facilities and requirements for graduation. The university may also be requested to file proof that the accrediting agency has conducted a recent on-site inspection of the premises and training facilities in the location where the degree program is offered in Ontario.

The Minister, in the letter of October 12, 1984, raised concerns relating to the quality of programs being offered within Ontario by institutions based in the United States. The Minister stated:

> The principle which we have applied to out-of-province institutions seeking ministerial consents, is that Ontario students should be assured that the academic quality of the program is comparable to that offered in the institution's home jurisdiction. Unfortunately, it is becoming increasingly apparent that the minimum standard guaranteed by "American accreditation" is considerably below accepted Ontario university standards. Accordingly, I would appreciate receiving Council's advice with respect to what standards should be applied to out-of-province institutions that wish to offer degree programs in Ontario and what mechanism should be used to apply such standards.[1]

The Council of Ontario Universities (COU) requested that it be consulted on the matters raised in the Minister's letter. With regard to undergraduate programs, COU stated that, in light of the small number of institutions proposing to offer first degree programs in Ontario, the Ministry's policy is adequate at the present time. However, with respect to graduate programs offered by institutions based in the United States, COU agreed with the Minister's assessment and went on to say that:

> . . . the present Ministry policy statement on the granting of Ministerial consents is inadequate as it applies to requests to offer graduate programmes and should be amended . . .
>
> U.S. institutions proposing to offer graduate programs in this province [should] be required to submit them to the appraisals process operated by the Ontario Council on Graduate Studies.[2]

COU recommended this approach based on its belief that those residents of Ontario who seek a graduate degree should be assured that any institution which offers such a program meets the same academic standards currently being met by Ontario universities.

Council appreciated receiving COU's comments on this matter and considered them carefully during its deliberations. Council understands COU's concern with respect to the quality of the graduate enterprise in Ontario. However, Council notes that the COU appraisals process is one which Ontario universities submit to on a voluntary basis. If a graduate program is not appraised successfully then it is agreed among the universities that the program will not be offered. Presently, Government does not require that graduate programs must pass the appraisals process in order to be *offered* by Government-funded universities. Council notes that the present situation in which a successful appraisal is a condition of *funding* for graduate programs by Government represents an element of accountability for the expenditure of public funds by Government-funded institutions. As such, it is not, and should not be a factor with respect to non-Government-funded institutions.

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1. Letter from the Honourable Bette Stephenson to Mrs. Marnie Paikin, October 12, 1984.
2. Letter from Dr. E. J. Monahan to Mrs. Marnie Paikin, February 22, 1985, p. 1.

Council believes that a student should have an appropriate opportunity to earn a degree by enrolling in programs offered both by Canadian and non-Canadian based institutions. In the case of non-Canadian based institutions, whether a student enrols in a program offered in the institution's home jurisdiction or whether the institution offers the program in Ontario, should not, in Council's view, be allowed to alter the quality of the program. An Ontario resident who pursues a degree in Ontario which is both offered and conferred by a non-Canadian institution should be assured that the program of study is of comparable quality to what they would receive if they took the program in the institution's home jurisdiction. Council believes that the present Ministry policy which ensures that the program being offered in Ontario meets, at a minimum, the same academic standards as the program offered in the institution's home jurisdiction, is an appropriate one. Accordingly, Council *recommends to the Minister:*

OCUA 85-10
THE COMPARABLE ACADEMIC STANDARDS TO BE MET BY ALL NON-CANADIAN INSTITUTIONS REQUESTING MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT

THAT the standards which should be met by all non-Canadian institutions proposing to offer degree programs in Ontario should be comparable to the academic standards in the institution's home jurisdiction.

The Mechanism

While the Minister currently uses different approaches in reviewing requests for Ministerial consents from institutions based outside Canada or the United States and institutions which are based in the United States, Council believes that all institutions based in foreign jurisdictions should be treated equally. It is Council's view that all non-Canadian institutions requesting a Ministerial consent to offer a degree program in Ontario should be required to ensure the Minister that the program being offered in Ontario is of the same academic quality as the program being offered in the institution's home jurisdiction. Council, however, recognizes that the mechanism for ensuring that this criterion is met varies considerably and, in particular, that a formal accreditation process may not exist in all jurisdictions. Nevertheless, Council believes that evidence must be provided that satisfies the Minister that the above criterion has been met.

Council notes that the United States has a well developed and extensive accreditation process. Council believes that it is both practical and appropriate for the Minister, in reviewing requests for Ministerial consents from institutions based in the United States, to require that a specific mechanism be used to ensure that a program offered in Ontario is of the same academic quality as the program being offered in the institution's home state. As noted earlier, the Minister has expressed concerns regarding the accreditation process in the United States. Council believes that the problems encountered with the Minister's present approach are mechanistic in nature and have arisen as a direct result of asking particular accrediting agencies, which are not established to provide program evaluations, to assure the Minister that the program being offered in Ontario is of comparable quality to the program being offered in the home jurisdiction.

While supporting the principle of equal treatment by the Minister in reviewing requests for Ministerial consents from all non-Canadian institutions, Council believes it is appropriate to be more specific in the case of requests from institutions based in the United States given the number involved (that is, 10 of the 14 requests for Ministerial consents received thus far)[3] and the elaborate accreditation mechanisms which exist in the United States.

3. The remaining 4 requests for Ministerial consents include 3 from Canadian out-of-province institutions and 1 request from an institution based outside Canada or the United States.

During the course of its review of the program criteria used in reviewing requests for Ministerial consents from institutions based in the United States proposing to offer degree programs in Ontario, Council examined in detail the nature of accrediting agencies based in the United States. In the United States there are two types of accrediting bodies: Regional Accrediting Commissions and Specialized Accrediting Bodies.

Regional Accrediting Commissions are voluntary associations of institutions engaged in a self-regulatory process which aims to assess and improve educational quality. Regional Accrediting Commissions provide "institution accreditation" by evaluating an entire institution in order to determine whether it measures up to its own publicly articulated goals and objectives. They serve to assure the public that: the objectives of an institution are appropriate; its educational programs have been designed properly; and its objectives are being met on a day-to-day operational basis. Institutional accreditation signifies that each of the constituent parts of an institution is contributing to the achievement of the institution's objectives, although not necessarily all on the same level of quality. Institutional accreditation is conducted by six regional accrediting associations and several national agencies and associations.

Specialized Accreditation Bodies, in most instances, are branch associations of individual members from a profession (i.e. American Bar Association, National League of Nursing). As well, there are a number of specialized accrediting bodies which are associations of institutions (i.e. National Association of Schools of Music, National Association of Schools of Art). "Specialized accreditation" is also referred to as program accreditation and professional accreditation. It applies mainly to the approval of programs, curricula, disciplines or academic units (i.e., nursing, teacher education, dentistry or architecture).

While institutional accrediting bodies judge an institution's performance according to its own stated objectives, most specialized accrediting bodies place their emphasis on comparing a particular program with a set of national standards that have been established within the field. The standards for specialized accreditation usually include statements on (1) the organization, administration and governance of the program, (2) faculty qualifications, (3) admission and retention of students, (4) curriculum content and balance, (5) the library, (6) facilities and equipment, (7) financial resources. Specialized accreditation in the United States is conducted by approximately seventy specialized accrediting agencies.

At the outset, the Minister's intention in reviewing requests for Ministerial consents was to require that all graduate, professional or specialized programs proposed by institutions based in the United States be accredited by the appropriate specialized accrediting body. However, as the Minister began to review the requests for Ministerial consents it became apparent that, in the case of several proposed programs, no specialized accrediting agency existed which could examine them. The Ministry decided to modify its procedures in these instances and allow a regional accrediting agency to provide the required certification. The result, in effect, was that regional accrediting bodies, whose mission is to provide institutional accreditation, were being required to assess individual program standards and compare the academic quality of programs — a task which they were not established to perform. The concerns raised by the Ministry regarding the evaluation reports of these regional accrediting bodies suggest that these bodies are not able to apply fully the Minister's criteria with respect to comparing the quality of programs offered in Ontario by institutions based in the United States to those in the institution's home state.

Council believes that of the two types of accrediting bodies available in the United States, only a specialized accrediting body can properly evaluate the academic standards of a program offered in Ontario by an institution based in the United States as compared to the program offered in the institution's home state. It is Council's view, therefore, that the Minister should require that all graduate and undergraduate programs offered by an institution based in the United States be accredited by an appropriate

specialized accrediting body. In cases involving program proposals where an appropriate specialized body does not exist, the Minister should not accept institutional accreditation as a substitute and therefore should not grant a Ministerial consent for these programs. This approach will ensure that program accreditation will involve peer review undertaken by agencies familiar with the disciplines being examined. Accordingly, Council *recommends to the Minister:*

OCUA 85-11
THE MECHANISM FOR REVIEWING REQUESTS FROM INSTITUTIONS OUTSIDE CANADA FOR MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT

THAT evidence be provided to the Minister indicating that a program being offered in Ontario by an institution based outside Canada is of the same academic quality as a program offered in the institution's home jurisdiction. In the case of institutions based in the United States, this would require accreditation by an appropriate specialized accrediting body.

Clarification Statement

In addition to ensuring that the program being offered in Ontario by a non-Canadian institution meets, at a minimum, the same academic standards as in the institution's home jurisdiction, Council believes that the Ministry should also take appropriate action to alert the student to the need to be fully informed about the program being offered. The Minister, in issuing Ministerial consents, should require that all non-Canadian institutions include a "clarification statement" which would appear on all documents relating to the program which they intend to offer in Ontario. Council believes that the statement should indicate that the program being offered in Ontario is equivalent to the program being offered by the institution in its home jurisdiction. As well, the statement should recommend that prospective registrants verify for themselves whether a degree offered by a non-Canadian institution in Ontario would be recognized by potential employers and/or other post-secondary institutions, for it must be the student who assumes the responsibility for deciding to enrol in such a program.

Council understands that, on an ad hoc basis, the Minister in issuing Ministerial consents has required that out-of-province institutions include a similar statement on all promotional material relating to the program which is being offered in Ontario. Council believes that a "clarification statement" should appear not only on promotional material but on all documents relating to the program. This requirement should serve as an appropriate guide for those considering enrolling in a degree program offered by a non-Canadian institution. Accordingly, Council *recommends to the Minister:*

OCUA 85-12
THE CRITERIA USED IN REVIEWING ALL REQUESTS FROM NON-CANADIAN INSTITUTIONS FOR MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT

THAT all non-Canadian institutions should be required to include a statement, as outlined in this memorandum, on all material relating to any program to be offered in Ontario.

M. Paikin
Chairman

March 22, 1985

85-IV Government Support of the University System in 1986-87

In this Memorandum, Council sets forth its advice on Government support for the Ontario university system in 1986-87.

Government Support in Perspective

In 1978, Council outlined in *The Ontario University System: A Statement of Issues* five goals for the Ontario university system:

(1) to develop a more educated populace;
(2) to educate and train people for the professions;
(3) to provide study at the highest intellectual level;
(4) to conduct basic and applied research including; development and evaluation; and
(5) to provide service to the community.

These goals were subsequently endorsed by the Government of Ontario, The Committee on the Future Role of Universities in Ontario and, recently, the Commission on the Future Development of the Universities of Ontario. Council reaffirms its commitment to these goals, because it is convinced that the attainment of these goals is vital to the future economic and social development of the province of Ontario.

The Report of the Committee on the Future Role of Universities in Ontario sets out the importance of quality universities in our society:

> Strong and vital universities are essential instruments for the development and improvement of our society. They have, as part of their task, the responsibility of developing human resources to their fullest capacity. They have the major responsibility for developing the professional manpower needed for economic growth. They are the major source of basic research in the country and carry out a significant amount of the applied research. It is no overstatement to say that in any society the health of business and industry, and indeed of the society itself, is related very directly to the quality of the universities.[1]

The Commission on the Future Development of the Universities of Ontario stated unequivocally the need for strong and healthy universities to meet the needs of Ontario and Canada during the 1980's and 1990's:

> In a society marked by rapid economic, technological, social and cultural change, the dual functions of the universities — the development of human capital through higher education and the development of knowledge through research and scholarship — are essential. Moreover, given Ontario's central role within Canada, the contribution of Ontario's universities is vital to the development of Canada as a whole.[2]

Council believes that Government must recognize higher education as a strategically important investment in the development of the province's human capital in an increasingly knowledge-based society. It is also important to recognize that the research

1. *The Report of the Committee on the Future Role of Universities in Ontario*, 1981, p. 4.
2. The Commission on the Future Development of the Universities of Ontario, *Ontario Universities: Options and Futures*, 1984, p. 2.

capacity of the universities generates much of the knowledge that allows society to continue to produce at the cutting edges of modern technology and in effective competition with producers from other countries.

Government should acknowledge the fundamental relationship between the universities and our continued economic and social development and design its funding policies accordingly. The ability of the universities to contribute to society depends to a large extent on the resources available to them. If resources are adequate, much can be achieved; if resources are inadequate then the universities will fail to meet society's expectations and needs.

Council is concerned that as a result of the continuing underfunding of recent years the universities of Ontario have inadequate resources to meet the growing challenges and demands facing them. The inadequacy of these resources is indicated by interprovincial comparisons of university financing. For example, by 1982-83, the last year in which comparable data are available, Ontario dropped to tenth place among Canadian provinces in terms of the level of provincial operating grant per full-time equivalent (FTE) student. Council estimates that, as a result of the cumulative effects of underfunding since Council's funding advice was last accepted in 1977-78, base funding has fallen over $125 million short of the funds needed.[3] This situation must be reversed.

In the final year of this period, 1985-86, the funding shortfall grew by $8.0 million. This shortfall between Government support and the universities' basic funding requirements in 1985-86 is based on a recalculation of the cost of Council's basic funding objectives using current estimates of inflation and enrolment change and the universities' budgeted revenue available for 1985-86. Incorporated in these recalculations is: i) an estimate of stable enrolment rather than an enrolment increase of 1.5%, and ii) a reduction in the salary inflation estimate from 6.1% to 4.4% (see Appendix A for detailed calculations).

Government must make some fundamental decisions with respect to the funding of the universities of Ontario. If Government's endorsement of the goals for the Ontario university system is to have meaning, then appropriate funds must be made available. Council is convinced that restrictions on Government funding since 1977-78 have resulted in a growing disparity between the level of service demanded of Ontario universities and the level of resources available to provide that service. Council foresees continued growth in the challenges facing Ontario universities and the demands placed on them. Recognizing that the continuation of the present situation is not a viable alternative, Council has modified its approach to determining the funds needed by the Ontario university system. This new approach provides a sound beginning to ensuring that Ontario universities have the capability to meet the demands and challenges facing them now and in the future.

Revised Approach to Funding Advice for 1986-87

In submitting its recommendations for funding requirements for 1986-87, Council has made several modifications to the approach it has followed in recent years. These modifications are intended to address concerns about the capability of Ontario universities to meet present and anticipated future demands. They include:

(i) the addition of a fourth basic funding objective to limit the continued erosion of base operating funds which has occurred as a result of the interaction between inadequate provincial operating grants and Council's approach to estimating the funding requirements of the university system;

3. This shortfall is the sum of the difference between Government funding and Council's revised annual estimate of basic objectives for the years 1978-79 to 1985-86. This estimate has not been updated to account for the impact of inflation. If adjusted to 1985 dollars, the shortfall would exceed $160 million.

(ii) the provision of funds for the restoration of quality in the critical areas of physical plant, equipment inventories and library resources which have deteriorated seriously in recent years; and

(iii) the identification of special funding initiatives needed in the near future to (a) restore or enhance quality, (b) provide for needed structural changes, (c) enable universities to respond effectively to the short-term increase in student demand which is likely to result from the introduction of Ontario Schools: Intermediate and Senior (OS:IS) curriculum change, and (d) provide for faculty renewal.

The recommendations contained in this memorandum represent an essential first step in providing Ontario universities with the resources to enable them to meet the challenges that they now face.

Calculation of Funding Requirements for 1986-87

In the following sections, Council outlines its estimates of the requirements for 1986-87. These requirements include Council's estimates of the funds necessary for the maintenance of operating support (Section A), cyclical renewal of the existing physical plant (Section B), much needed quality restoration (Section C), and special institutional needs (Section D).

A. Maintenance of Operating Support

1) Basic Funding Objectives for 1986-87

For several years Council's basic funding objectives have been: to offset inflationary trends, to maintain levels of service, and to adjust for predicted enrolment change. As pointed out above, there has been a continuous erosion of base operating funds available to the university system since 1977-78 as a result of inadequate provincial operating grants. Council's annual estimates of the cost of basic funding objectives have been eroded in a similar manner. For 1986-87, Council addresses this problem by the addition of a fourth basic funding objective — to limit the erosion of base funding. Therefore, the basic funding objectives for 1986-87 are:

(1) to limit the erosion of base funding,
(2) to offset inflationary trends,
(3) to maintain levels of service, and
(4) to adjust for predicted enrolment change.

2) Cost of Basic Funding Objectives for 1986-87

The method for costing Council's basic funding objectives for 1986-87 and the factors used to calculate the funds required are outlined below. The methodology used for calculating the cost of basic funding objectives differs slightly from past years, reflecting the change in basic funding objectives introduced for 1986-87. The results are documented in Table I.

(i) The 1985-86 Base (Column 1)

Council's estimate of the basic financial requirements of the Ontario university system for 1986-87 is calculated by escalating the universities' expenditures in 1985-86 by two factors: (a) Council's estimate of erosion in the base funding from 1984-85 to 1985-86, and (b) Council's estimate of the costs of maintaining the resulting level of service (the 1984-85 level of service). In calculating the 1985-86 expenditure base, it is assumed that expenditures in 1985-86 will be equal to estimated revenues.

Table I

The Cost of Basic Funding Objectives for 1986-87

($ million)

EXPENDITURES	1 1985-86 Base	2 Base Adjustment	3 Inflationary Trend Costs	4 Service Level Costs	5 Predicted Enrolment Change	6 Stabilization Factor	7 Cost of Basic Objectives
Salaries and Fringe Benefits	1,278.9	6.4	59.1	20.2	(6.8)	3.4	1,361.2
Non-Salary	329.8	1.6	16.8	35.0	(1.9)	1.0	382.3
TOTAL	1,608.7	8.0	75.9	55.2	(8.7)	4.4	1,743.5

NOTES:

1. Factors for each column of the table are as follows:

	Salaries and Fringe Benefits	Non-Salary
Column 2:	+$6.4 m.	+$ 1.6 m.
Column 3:	+ 4.6%	+ 5.1%
Column 4:	+ 1.5%	+$35.0 m.
Column 5:	− 0.5%	− 0.5%
Column 6:	−50.0% of Column 5	− 50.0% of Column 5

2. The above percentage change factors, except for column 6, are applied to the cumulative total of the previous columns.

3. The Efficiency/Rationalization factor has been dropped from Council's funding model. It was at a value of 0.0% for the past two years.

On this basis, Council estimated that the 1985-86 base of operating revenue and expenditures of all institutions (the fifteen provincially-assisted universities, the affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College) will be $1,608.7 million. The 1985-86 base expenditures are apportioned according to their corresponding share in the universities' budgets: 79.5% for salaries and fringe benefits and 20.5% for non-salary items.

(ii) Base Adjustment (Column 2)

In past years' funding advice, Council's estimates of the financial requirements of the Ontario university system were calculated by escalating the universities' operating expenditures (where expenditures are assumed to equal revenue) in the previous year by Council's estimate of the increase in the costs of maintaining the same level of service. This approach does not question the adequacy of funding in the previous year. It "wipes the slate clean" each year and uses as its starting point the funds available in the previous year — ignoring that year's and prior years' shortfall in funding. As a result, Council's recent estimates of the cost of basic funding objectives have a built-in and compounded understatement of the needs of Ontario universities.

Council is convinced that the erosion in funding the cost of basic funding objectives must be halted in 1986-87. It is not proposing a catch-up provision for the funding shortfall that has occurred since 1977-78. It does, however, believe that the past practice of incorporating further erosions in base funding in its cost of basic funding objectives model must end. To this end, Council places in Column 2 an adjustment to the 1985-86 base that reflects the erosion of funding which occurred from 1984-85 to 1985-86. This adjustment factor is the same factor calculated above (under "Government Support in Perspective") as the shortfall in Government's meeting Council's cost of basic funding objectives in 1985-86. This $8.0 million estimate is apportioned between salary and non-salary expenditures according to each category's share of base budgets.

(iii) Increases in Costs due to Inflation (Column 3)

Council has reviewed forecasts made by several competent authorities of the increase in the Consumer Price Index (CPI) for 1986-87. These projections ranged from 4.0% to 5.4%. Council has used the average of these projections, 4.6%, as its estimate of the increase in CPI. Council uses this estimate of the increase in CPI as its salary inflation factor, resulting in an estimated $59.1 million in additional salaries and benefits.

For several years, increases in the prices of non-salary items purchased by universities have exceeded increases in CPI. Council has reflected this historical relationship in its approach to determining a non-salary inflation factor by applying the average differential between the annual increase in the Ontario University Non-Salary Price Index (OUNSPI) and the annual increase in CPI for the most recent seven year period for which data are available. However, Council has observed a decline in this differential in recent years and believes that a five-year period may now more accurately reflect current trends. During the five-year period, 1978-79 to 1983-84, the annual increase in OUNSPI averaged 11.1% higher than the annual increase in CPI. Council's 1986-87 non-salary inflation factor is derived by increasing the projected 4.6% increase in CPI by the average differential between the increase in OUNSPI and CPI for this period. This yields a value of 5.1% which is applied to the sum of columns 1 and 2, resulting in an estimated $16.8 million in non-salary inflation costs.

(iv) Increase in Costs of Maintaining Existing Service Levels (Column 4)

In its 1986-87 funding advice Council again identifies, and makes provision for, the costs of maintaining existing levels of service which are not related to inflation. In recent years, Council has made provision for only one component of these additional costs in its cost of basic objectives, the net cost of providing for progress-through-the-ranks (PTR) for faculty and non-academic staff. In its advice for 1986-87, Council also

includes a provision for non-salary service level costs for the cyclical replacement of the universities' stock of equipment and furniture.

(a) Salary-related Service Level Costs

The major component of the salary-related costs of maintaining levels of service is a consequence of the uneven age distribution of the faculty and staff complement which in turn generates a net cost in providing for PTR. This net cost results from the situation where the number of people retiring (with higher salaries) and being replaced by younger people (with lower salaries), is not sufficient to provide the total funds required for the normal progress of continuing faculty and staff.

Consequently, Council's 1986-87 provision for meeting the salary-related costs of maintaining levels of service is an estimate of the net cost of providing for PTR for faculty and staff. The faculty manpower flow model developed by the Council of Ontario Universities (COU) predicts that, for the existing age distribution of faculty, the net costs of providing for PTR in 1986-87 will be 1.5% of salaries and benefits. This results in an additional $20.2 million in PTR costs.

(b) Non-Salary Service Level Costs

Prior to 1980-81, Council included under its provision for maintaining existing service level costs an allowance for furniture and equipment replacement. Council subsequently removed this non-salary service level cost factor from its funding model and made a separate provision for the restoration of equipment and library collections. Council again feels that it must continue to recommend a level of support which will, in time, lead to the restoration to an appropriate level of quality and level of service in non-salary expenditures areas. However, the cyclical replacement portion and the quality restoration portion of its recommendations on non-salary expenditures are now treated separately. The maintenance aspects of this funding are incorporated in the cost of basic funding objectives, while the quality restoration funding recommendation is dealt with separately.

In its 1984 brief on operating grant requirements for 1985-86, COU recommended to Council that an additional $40.0 million be made available for the year 1985-86 for the funding of equipment and furniture replacement in order to maintain existing service levels. This recommendation was based on a 12-year replacement cycle for equipment and furniture stocks valued at approximately $1 billion. In preparing its funding advice for 1985-86, Council examined this recommendation closely and undertook further analysis of the issue of equipment replacement by assessing replacement cycles used in the private sector or identified in specific university studies. It became clear that the issues involved were complex and required further study before Council could accept or reject the methodology suggested by COU.

For its 1986-87 funding advice, Council has undertaken a more extensive review of existing procedures for replacement funding for equipment and furnishings. Specifically, Council examined a recent study undertaken in Alberta, which was prepared at the request of the Capital Funding Advisory Committee, an ad hoc committee composed of representatives of each of the universities in Alberta plus a representative of the Government of Alberta. The project involved inventory systems that were in place at each of the Alberta institutions and the development of a funding model which calculates replacement costs and "useful lives" for the various categories of equipment and furnishings. In addition, Council reviewed the approach used at the University of Western Ontario with respect to the renewal of their equipment inventory.

The approach recommended in the Alberta study and later accepted by that provincial Government assumes that the actual average useful life of a university's capital equipment inventory is approximately nine years. Similarly, the University of Western Ontario estimates an average useful life of approximately 8-10 years for their equipment inventory.

During the course of its assessment of replacement cycles used for furnishings, Council examined procedures currently in place in the private sector and at several

Ontario universities. Based on its findings, Council estimates the average useful service life of a university's furnishings inventory to be approximately 15 to 20 years. Council also estimates that furnishings represent approximately 20-30% of the value of a university's total equipment and furniture stock.

When all of these factors are taken into consideration, Council finds the combined 12-year replacement cycle for equipment and furniture proposed by COU to be reasonable. As a result of this review, Council believes that the COU approach to determining the expenditures necessary for the ongoing maintenance and replacement of the universities' equipment and furniture stock has considerable merit.

On behalf of Council, COU has updated its survey of the equipment and furniture stock of the Ontario university system and now estimates that the stock is valued at $1,070 million. If an average renewal cycle of 12 years is employed, then approximately $89.0 million must be provided in 1986-87 for the cyclical replacement of the equipment and furniture stock. Expenditure information provided by the institutions for 1984-85 and budgeted for 1985-86 suggests that institutions can be expected to spend between $50 million and $55 million in 1986-87 on equipment and furniture purchases and rentals from traditional sources of income covering the costs of basic funding objectives. Council, therefore, estimates that in 1986-87 an additional $35.0 million must be made available for the cyclical replacement of equipment and furniture. This factor is used as the non-salary service level costs in Column 4 of Table I.

This amount does not, however, address the serious backlog of unreplaced obsolete equipment and furniture which has built up in recent years. This problem is addressed below under quality restoration.

(v) Projected Change in Enrolment (Column 5)

In 1984-85, total university enrolment increased by about 0.6%. COU's Committee on Enrolment Statistics and Projections estimates that enrolment will remain at the same level in 1985-86. Council has considered this forecast together with:

(a) the most recent data on the number of visa and domestic student applications for first year admission in the Fall of 1985;
(b) trends in the size of the cohort (18-24 years of age) from which universities will draw the majority of students;
(c) recent trends in participation rates;
(d) recent data on retention rates and the consequent flow-through of enrolment in upper years in 1986-87; and
(e) information provided by COU on institutional enrolment capacity.

On the basis of this information, Council estimates that enrolment in the university system in Ontario will decline by 0.5% in 1986-87. When applied to Council's funding model (Table I) this yields a reduction of $8.7 million.

(vi) Funding Stabilization Factor (Column 6)

In order to dampen the effect of enrolment change in any one year on the level of funding, Council, for a number of years, has discounted by 50% the projected growth or decline in enrolment used in its funding advice. Council continues to use this discount factor for 1986-87. Taking into account the level of enrolment change predicted in Column 5 (-0.5%) for 1986-87 and applying the 50% enrolment discount factor adds $4.4 million to the funding model.[4]

(vii) Total Cost of Basic Funding Objectives (Column 7)

The total cost of basic funding objectives in Column 7 of Table I is the sum of the first six columns. Council's estimate of the total cost of basic funding objectives for 1986-87 is $1,743.5 million — an 8.4% increase over the 1985-86 estimated expenditure base.

4. The reduction in enrolment costs of $8.7 million associated with the 0.5% decline in enrolment, discounted by 50% under the stabilization factor ($4.4 million), results in a net decline in enrolment-related costs of $4.3 million.

3) Estimated Government Grants Required to meet the Basic Funding Objectives

Council estimates that the other income accruing to the university system in 1986-87, in addition to Government grants, will be:

(i) from other sources, $62.2 million, the same as the amount projected for 1985-86;

(ii) from fees other than tuition fees, $19.9 million, the 1985-86 projection adjusted for the projected 0.5% decline in enrolment in 1986-87; and

(iii) from formula tuition fees, $286.7 million, at 1985-86 rates including an adjustment for the predicted 0.5% decrease in enrolment in 1986-87.

Consistent with Council's advice on formula fee rates in Advisory Memorandum 79-IV, formula fee rates are increased by the same percentage as operating grants. Therefore, formula fee rates should be increased by 8.9% in 1986-87, yielding an additional $25.5 million for a total of $312.2 million in formula fee revenue in 1986-87. Under Council's funding policy, Government must increase fee rates by the same rate as grants or else meet the needs identified with a larger increase in operating grants.

As shown in Table II, Council estimates that of the total $1,743.5 million required, $1,349.2 million must be made available as Government operating grants to meet the costs of Council's basic funding objectives in 1986-87. This is an 8.9% increase over the amount provided for 1985-86.

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 85-13
GOVERNMENT OPERATING GRANTS FOR 1986-87 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES IN FUNDING PROVINCIALLY-ASSISTED UNIVERSITIES AND THEIR AFFILIATED COLLEGES, RYERSON POLYTECHNICAL INSTITUTE, THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION, THE ONTARIO COLLEGE OF ART AND DOMINICAN COLLEGE

THAT $1,349.2 million in operating grants be made available in 1986-87 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College.

OCUA 85-14
FORMULA FEE RATES FOR 1986-87 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES

THAT formula fee rates for 1986-87 be increased by the same percentage as operating grants, namely 8.9%, to provide $312.2 million in formula fee revenue to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College, and that this increase in formula fee rates be fully reflected in the Ontario Student Assistance Program.

B. Cyclical Renewal of Physical Plant

On April 26, 1985, the Minister of Colleges and Universities announced that $10.5 million will be provided in capital grants to Ontario universities for 1985-86. Only about $5.1 million of the above amount is allocated toward projects covered by Council's 1984-85 capital funding recommendation of $29.5 million for new major repairs, renovations and replacement projects. The remaining $5.4 million is allocated towards the carry-over costs of existing projects.

Table II

Cost to Government of Meeting Council's Basic Funding Objectives for 1986-87: Provincially-Assisted Universities, Affiliated Colleges, Ryerson, OISE, OCA and Dominican College
($ million)

1. Cost of Basic Funding Objectives	$1,743.5
2. Other Revenue	(62.2)
3. Other Fee Revenue	(19.9)
4. Total Formula Fees and Government Operating Grants required to meet Council's Basic Funding Objectives	1,661.4
5. Formula Fee Revenue at 1985-86 rates and the predicted 1986-87 level of enrolment	286.7
6. 1985-86 Operating Grants	1,238.3
7. 1985-86 Operating Grants and enrolment-adjusted Formula Fee Revenue (line 5 + line 6)	1,525.0
8. Percentage increase in Operating Grants and Formula Fee Revenue $\frac{(\text{line 4} - \text{line 7}) \times 100}{\text{line 7}}$	8.9%
9. Additional Formula Fee Revenue generated by an 8.9% increase in formula fee rates	25.5
10. Total Formula Fee Revenue (line 5 + line 9)	312.2
11. Cost to Government of Basic Funding Objectives (line 6 increased by 8.9%)	1,349.2

In its brief to the Commission on the Future Development of the Universities of Ontario, COU estimated the current replacement value of the physical plant of Ontario universities at $3.5 billion. Council uses this new estimate of the value of the space inventory in its determination of the funds necessary for cyclical renewal. For 1986-87, the value of this space inventory has been adjusted for inflation by increasing the COU estimate by 3.0%, the most recent increase in the Non-Residential Building Construction Price Index (from 1983 to 1984). As in past years, Council uses a level of 1% of the value of the space inventory in the university system as the minimum necessary annually for major repairs, renovations and replacement projects. When applied to COU's new estimate of the value of the existing physical plant and escalated by the 3.0% inflation estimate this produces a need of $36.1 million per year. Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 85-15
LEVEL OF SUPPORT FOR MAJOR REPAIRS, RENOVATIONS AND REPLACEMENT PROJECTS IN 1986-87 FOR THE CYCLICAL RENEWAL OF THE EXISTING CAPITAL STOCK

THAT funds for capital assistance for new major repairs, renovations and replacement projects in 1986-87 be $36.1 million, plus any amount required for carry-overs and essential new construction.

C. Restoration of Quality

Council has been concerned with the effects of underfunding on the quality of university instruction and research for a number of years. While recognizing the difficulty in measuring the effect of restricted funding on the quality of the "outputs" of Ontario universities (educated graduates and scholarly research), in *A Financial Analysis of the Ontario University System — 1984*, Council was able to assess the impact of funding constraints on the "inputs" of the university enterprise:

> Coinciding with the reductions in real operating expenditures [mentioned above] has been an increase in student/faculty ratios of over 10%. When measured in constant dollars, there have also been significant reductions in student-related expenditures per student; i.e., library, academic computing, student services, and instruction and non-sponsored research. In addition, the physical plant continues to deteriorate as demands placed on it increase to record levels; support staff levels decline as demands for their services increase; equipment renewals are delayed as the need for up-to-date equipment for teaching and research becomes more critical; and the ability to cover overhead costs of sponsored research diminishes, placing future research projects in jeopardy.[5]

Council went on to conclude that:

> . . . there has been a reduction in the quality of the "inputs" into a university education in recent years. The impact of this on the "outputs" remains uncertain. These problems must be addressed by both Government and the universities with an eye to reversing the trend and identifying those areas of university activities that must be given priority in the future.[6]

Now is the time to reverse the trend of deteriorating quality and identify those areas of university activity that must be given priority in the future. The findings of the Commission on the Future Development of the Universities of Ontario support Council's

5. Ontario Council on University Affairs, *A Financial Analysis of the Ontario University System — 1984*, September, 1984, p. 59.
6. *Ibid.*, p. 59.

concerns in these areas and its sense of urgency in dealing with these problems. In the Commission's final report it notes "the urgency of reaching an internationally competitive level of excellence in higher education and research"[7], recommending:

> . . . that excellence in education and in research be the highest priority for both universities and Government and that public funding arrangements, institutional planning and co-ordination, university governance and staff, and arrangements for admission reflect this priority.[8]

In the following sections, Council recommends that additional funding be made available to address a serious and cumulative deterioration in non-salary items — physical plant, equipment and library resources.

1) Deferred Maintenance of Physical Plant

Under the section above, "Cyclical Renewal of Physical Plant", Council recommended that $36.1 million be made available in 1986-87 for the on-going maintenance of the universities' physical plant. This recommendation is based on the belief that throughout the life of the universities' physical plant an equal annual provision (1% of the value of the space inventory) will, on average, provide for adequate maintenance of the capital stock. However, over the past several years Ontario universities have not received the necessary annual allocation to meet their on-going repairs, renovations and replacement project needs. In *A Financial Analysis of the Ontario University System — 1984*, Council documented the shortfall in Government's funding for cyclical renewal, from the inception of Council's advice on this matter until the end of 1983-84, at $106.3 million (without taking inflation into account). In the past two years this shortfall has grown by another $46.4 million. When updated to 1985 dollars, this shortfall now equals $179.6 million. This level of underfunding for capital renewal has been much more severe than for operating fund activities and represents to Council an increasingly critical priority.

Council's annual recommendations on cyclical capital renewal assume that in every other year of the life of university buildings a similar provision is made. Unlike some operating expenditures where a delay in funding or lack of funding affects only that particular year's operations, a shortfall in capital funding has a cumulative impact on the university's physical plant. In Council's view, if the universities have to continue to defer significant capital maintenance, this will necessitate extraordinarily large outlays of capital assistance in the future. Over the long term these outlays will be much more costly than the annual provision of a reasonable level of funds for repairs, renovations and replacement projects.

This problem of deferred maintenance of the universities' capital stock must be addressed in a systematic manner. Therefore, Council recommends that a portion of the backlog of deferred maintenance be funded in 1986-87. This should be seen as only the first step towards addressing this problem. Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council*:

OCUA 85-16
LEVEL OF SUPPORT FOR DEFERRED MAINTENANCE OF PHYSICAL PLANT IN 1986-87

THAT, in addition to the amount recommended in 85-15, funds for capital assistance in 1986-87 include, at a minimum, $25 million for deferred repairs, renovations and replacement projects.

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7. The Commission on the Future Development of the Universities of Ontario, *op. cit.*, p. 5.
8. *Ibid.*, p. 30.

2) Equipment and Library Needs

Council has for a number of years expressed its concern about the level of funding available for the purchase of equipment and library resources, particularly in the areas of instructional equipment and library acquisitions. These areas have deteriorated significantly over the past seven or eight years.

It is now clear to Council that the techniques it used to estimate the funds necessary to restore equipment inventories and library collections to adequate levels have significantly underestimated the levels of support required in these areas. For 1986-87, Council has included maintenance aspects of its recommendations on furniture and equipment in the cost of basic objectives. While this approach will provide for a more systematic and consistent method of funding for the ongoing replacement of the existing stock of equipment and furniture, additional funding should be made available for the restoration of the stock of equipment and library collections.

For 1985-86, Council recommended an additional $20 million for equipment and library resources. In making its recommendation, Council acknowledged that the provision of this level of funding would not restore equipment inventories and library collections to adequate levels but would serve to relieve some of the pressures experienced in this area of expenditure in recent years. For 1985-86, the Government has allocated half what Council recommended, or $10 million, as a special allocation targeted towards undergraduate equipment.

The Commission on the Future Development of the Universities of Ontario reported that it had received a number of briefs both from the private sector and the universities emphasizing the obsolescence of equipment used in instructional (and in some cases research) laboratories. The Commission's examination of the operating expenditures of universities indicated a significant reduction in the equipment expenditures per student over the past decade.

In *A Financial Analysis of the Ontario University System — 1984*, Council noted that the total value of Ontario universities' expenditures on purchases of books, periodicals, microfilms, microfiche and other reference materials for their main branch, and faculty or departmental libraries declined by 18.8% in constant dollars during the period 1977-78 to 1982-83. Council concluded that the severity of the decline in library acquisitions can be attributed not only to the pressure of general financial constraints, but also to extraordinary increases in the prices of books and periodicals. Library acquisition expenditures increased by about 61.1% from 1977-78 to 1982-83 while the prices of monographs and periodicals increased by about 85% and 112% respectively.

While the maintenance or cyclical renewal portion of its recommendations on furniture and equipment will assist in arresting the trend in that area, it will not adequately address the problems associated with the serious backlog of unreplaced obsolete equipment or the serious erosion of library resources over past years. Council feels strongly that a specific recommendation for additional funding is required in order to begin to restore both the stock of equipment and library collections to adequate levels. Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 85-17
EQUIPMENT AND LIBRARY FUNDING FOR 1986-87

THAT, in addition to the amounts recommended in 85-13 and 85-14, at a minimum, $10.0 million be provided in 1986-87 in recognition of the special need for the restoration of the stock of equipment and library collections.

D. Special Institutional and Policy Matters

Estimated Costs of the Bar Admission Course

As in previous years, Council's estimate of the cost of basic funding objectives does not include the cost of the grant-in-aid for the Bar Admission Course of the Law Society of Upper Canada. Council has consistently recommended that Government cover the cost of the grant-in-aid for the Bar Admission Course separately from its

provision for Council's basic funding objectives. This recommendation has not been met. Council continues to believe that such a provision is necessary and desirable. Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 85-18
FUNDING FOR 1986-87 FOR THE BAR ADMISSION COURSE

THAT $0.8 million be provided in 1986-87 for a grant-in-aid for the Bar Admission course.

Future Advice

Council believes that a number of initiatives will be needed in the near future to enhance or restore quality, provide for needed structural changes and meet anticipated future demands. In particular, Council recognizes that the Ontario universities must be able to respond to two unique sets of circumstances during the next decade: the need for faculty renewal prior to university retirements increasing significantly in the mid-1990's; and the need to accommodate for the impact of the introduction of the Ontario Schools: Intermediate and Senior (OS:IS) change in the secondary school curriculum. In addition to meeting these needs, Council believes that the possibility of improving the quality of research and instruction in a creative manner through the development of centres of excellence must be explored vigorously. While it is clear that additional funding will be required to meet these challenges, Council believes that further study in each of these areas is required before formal advice can be submitted.

There is considerable merit in the concept of a renewal and adjustment fund for faculty renewal as proposed by the Commission on the Future Development of the Universities of Ontario. While Council believes that the appropriate focus and distribution of such a fund requires further study, it acknowledges that a renewal fund may have a positive impact in a number of areas. The skewed faculty age distribution which has resulted from significant increases in staffing during the 1960's and early 1970's has meant that currently there are relatively few retirements and, therefore, there are few openings for the present generation of young scholars. This situation will be reversed in the mid-1990's when large numbers of retirements will begin to occur and Canada may face a shortage of young scholars available to replace those retiring. Ad hoc solutions such as increased immigration to fill these positions (as occurred in the late 1960's and early 1970's) are neither appropriate, desirable, nor likely to be available. It is important to plan for this retirement bulge and adjust faculty hiring and replacement policies over the next decade to avoid a recurrence of the problems of the late 1960's and early 1970's. Accordingly, there is a strong need for the university system to increase the number of young faculty hired in the next decade beyond the present replacement rate. The Commission states that such an infusion would result in at least three direct benefits:

> . . . it would immediately allow some of our most able young minds to embark on academic careers with a consequent introduction of new ideas. Secondly, it would provide capacity to permit universities to accommodate the enrolment bulge expected with the introduction of the revised secondary school curriculum. Thirdly, it would allow for the gradual introduction of new faculty required to replace the larger than normal retirements anticipated in the mid-nineties. This would avoid a repetition in the early part of the twenty-first century of the present distorted age profile of faculty.[9]

Council intends to examine this matter in the coming months and submit detailed advice on the appropriateness, size, scope and operation of such a fund.

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9. *Ibid.*, p. 47.

There also exists an urgent need to plan for any increased demand for university education as a result of the introduction of the OS:IS changes in the secondary school curriculum. Projections provided by the Committee on Enrolment Statistics and Projections indicate that, as a result of the OS:IS curriculum changes during the period 1988 to 1992 the system enrolment will increase beyond its present level and will peak in 1990-91. The precise impact of the "double cohort" on Ontario universities is uncertain at present. However, Council is concerned about the logistics of accommodating these extra students and the potential inequities in opportunity which may result from a double cohort of Ontario youth aspiring to university study during this period. Efforts to meet the OS:IS change must be given priority and resources made available to universities to cope with any increased enrolment. Council plans to study this matter further in the coming months in an attempt to assess the logistical problems and the transitional costs associated with the OS:IS change.

Finally, Council plans to review in more detail the recommendation by the Commission on the Future Development of the Universities of Ontario for extra-formula grants to develop centres of excellence. In principle, there is merit in this initiative which would enhance instructional quality and adaptability and also assist in building desired centres of strength in key fields of research and instruction. Council is of the opinion that specific recommendations for centres of excellence should be developed in conjunction with any institutional and program adjustments which may be undertaken through a renewal and adjustment fund. Initiatives in this area will require further study before formal recommendations are made.

Conclusion

Council reiterates its conviction that Government must make a fundamental commitment with respect to the funding of the universities of Ontario. Council feels strongly that the recommendations contained in this memorandum and summarized in Table III represent an essential first step in providing Ontario universities with the resources to enable them to meet the challenges they must face.

M. Paikin
Chairman

July 19, 1985

Table III

Summary of Grant Recommendations
($ million)

1. Maintenance of Operating Support (Meeting Council's Cost of Basic Objectives)	1,349.2
2. Cyclical Renewal of Physical Plant	36.1
3. Quality Restoration	
(a) Deferred Maintenance of Capital Stock	25.0
(b) Equipment Library Needs	10.0
4. Special Institutional and Policy Matters	
Grant-in-aid for the Bar Admission Course	0.8
Total Grants Recommended	1,421.1

Appendix A

Revised Calculation of Shortfall in Funding for 1985-86

The estimate of the basic funding requirements for 1985-86 contained in Advisory Memorandum 85-II have been revised to reflect up-dated estimates of CPI and enrolment change. The inflation factors for salary and non-salary items have declined from 6.1% and 7.6% to 4.4% and 5.3% respectively. Enrolment increase projections have been changed from 1.5% to 0.0%. As a result, the revised estimate of the cost of basic funding objectives in 1985-86 is $1,616.7 million.

The estimate of total funds available to the Ontario university system has also been revised to reflect up-dated information on government grants, fees and other income. Council now estimates that total fee income (formula tuition and other fees) will be $308.2 million in 1985-86. Government operating grants will total $1,238.3 million (not including those funds provided from operating expenditures that are not part of the cost of basic objectives: $0.763 million for the grant-in-aid to the Bar Admission Course, and $10.0 million provided for undergraduate equipment purchases). Other revenue is estimated to be $62.2 million in 1985-86. Thus, the total estimated revenue available to the system is $1,608.7 million.

The revised estimate of the shortfall in revenue compared to the expenditures required to meet the basic funding objectives is $8.0 million ($1,616.7 — $1,608.7 million).

Appendix B

The 1985-86 Base

This appendix outlines the derivation of the 1985-86 base used in Council's funding exercise. For the purpose of this exercise, Council assumes that system expenditures in 1985-86 will equal total revenue, and estimates total operating revenue at $1,608.7 million. Table A-1 provides details of 1985-86 revenues by type.

Formula and Non-Formula Grants

The figure $1,238.3 million found in Table A-1 is derived by subtracting $4.9 million in line-item grants and $0.763 million to be used for the grant-in-aid to the Bar Admission Course from the $1,244.0 million in operating grants announced by the Minister on March 7, 1985 and rounding to the nearest decimal point.

Formula and Other Fees

Council's funding base includes only that fee revenue which is derived from formula fees and other fees. Any revenue accruing to the universities as a result of the application of their discretionary tuition fee power has been excluded from the base. The 1985-86 formula fee revenue is estimated to equal $288.2 million. This is calculated by applying the 1985-86 formula fee rates to 1984-85 enrolment. This figure also includes an estimate of supplementary foreign fee revenue and third-term graduate formula fees. The other fee revenue estimate of $20.0 million was based on the universities' budget reports for 1985-86.

Other Revenue

Other revenue includes Ministry line-item grants of $4.9 million and an estimated $57.3 million in other sources of income. The latter amount was derived from the universities' reports on budgeted revenue for 1985-86.

Table A-1

University System Revenue
1985-86 Estimate
($ million)

Formula and Non-Formula Grants*	1,238.3
Formula Fees	288.2
Other Fees	20.0
Other Revenue**	62.2
Total	1,608.7

* Excludes Ministry line-item grants and Bar Admission Course grant-in-aid.
**Includes Ministry line-item grants.

85-V Undergraduate Professional Program Funding — Physiotherapy (BSc), University of Ottawa; Occupational Therapy (BSc), University of Ottawa

In this memorandum, Council offers advice on two new undergraduate professional programs. They were considered in accordance with the procedures set out in Advisory Memorandum 82-VII for professional programs and with new procedures developed for the consideration of bilingual programs (see Appendix A) and Health Science programs (see Appendix B). Council was consulted by the Ministry of Colleges and Universities on the development of both of these new processes and concurs with their stated procedures.

The Chairman of Council initiated discussions on bilingual and health science program approval processes as there appeared to be a number of matters which required clarification. The relationship between Council's responsibility with respect to the approval for funding of undergraduate bilingual professional and quasi-professional programs and graduate programs and the responsibility of the Council for Franco-Ontarian Education (CEFO) had not been previously clarified. This was because CEFO in the past was asked only to consider recommending funds for new bilingual *courses* rather than *programs*. However, the request for funding from the University of Ottawa for two new programs, Physiotherapy and Occupational Therapy, and the likelihood that CEFO may be asked for more program-related funding in the future, clearly necessitated some review of the CEFO—Council relationship in this area. This relationship is set out in Procedure 2 of Appendix A whereby development grants may be recommended by CEFO and awarded by the Minister without reference to Council; but prior to the award of start-up grants ("further grants") professional and quasi-professional programs must be recommended by Council and approved for formula funding support by the Minister. CEFO and Council have agreed to keep each other informed regarding their respective consideration of programs.

The previous Health Science funding approval procedures appeared to be out-of-date and more honoured in the breach than in the observance. The Ministry of Colleges and Universities agreed with this observation, and after the review of several draft policies and input from both Council and the Council of Ontario Universities (COU), the Ministry formulated the mechanism outlined in Appendix B. The major improvement is the clarification of program consideration involving Council and the Health Sciences Education Committee and the Ministry of Health. Under the new procedures, Council will forward any new university health science submission to the Ministry of Colleges and Universities, which will then be responsible for transmitting the proposal either to the Health Sciences Education Committee or directly to the Ministry of Health. Comments from the health area will then be sent to Council for its consideration.

Under the agreed upon procedures, the Ministry of Health's review is to include comments "on the relationship of the proposed program to health science developments, manpower supply and demand, and health legislation".[1] The review is to be based on the following Ministry of Health objectives:

1. Health science education programs should be designed to train specific, agreed upon, levels and types of health workers.
2. The output of health science education programs should bear a close relationship to projected manpower needs in the health care sector, including the need for bilingual health service manpower.

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1. See Appendix B.

3. Curriculum should relate closely to the scope of practice defined in health legislation, if applicable.
4. The general philosophy of the projected future health care system, as described by the Ministry of Health, should be reflected in the health science education programs.
5. The clinical practice portion of health sciences education programs should not unduly "steer" health care service in a particular institution, service or geographic area, or create additional funding requirements of the Ministry of Health without prior agreement.

The Ministry of Health is responsible for assessing new health sciences programs in relation to their objectives and providing comment on whether these objectives are being met. Council will then include this submission in its assessment as to whether the program meets Council's existing funding approval criteria for new undergraduate professional, special and quasi-professional programs (A.M. 82-VII) or new graduate programs (A.M. 83-VIII).

In considering the two new University of Ottawa programs, Council sought the advice of its Academic Advisory Committee (see Appendix C) and that of COU who consulted with the group of health science deans (the Ontario Council on University Health Sciences). In that these two programs are not only professional programs, but also bilingual in nature, the University of Ottawa applied to CEFO for both a development and a start-up grant (see Procedure 2 of Appendix A). A development grant of $110,000 was approved by the Minister in 1984 and a start-up grant of $225,000 has been approved recently (see Appendix D) conditional upon Council's positive funding recommendation.

As these are also health science programs the *Undergraduate and Graduate Health Sciences Program Review and Funding Approval Mechanism for Universities* (Appendix B) comes into effect. The Ministry of Health reviewed the proposed programs and forwarded its comments to Council through the Ministry of Colleges and Universities (Appendix E).

In its submission, the Ministry of Health did express a concern about the availability of appropriate internship placement locations for the Clinical Practicum/Field Work component of the two programs. Council contacted the University of Ottawa regarding this matter and was informed by the Dean of the Faculty of Health Sciences that a number of institutions, including the Ottawa General Hospital, the Civic Hospital, the Children's Hospital of Eastern Ontario, the Regional Crippled Children's Centre and the Regional Rehabilitation Centre have offered their physiotherapy and occupational therapy resources as clinical resources in support of the proposed programs. These institutions have assured the University of Ottawa that they will cooperate completely in assisting with the implementation of the practicum component of the programs. Council notes that the University of Ottawa is confident with respect to the availability of internship positions for students in both programs. Given the assurances offered by Ottawa area hospitals, the Regional Rehabilitation Centre and the University of Ottawa, Council is satisfied that an adequate supply of clinical placements will be available to meet the demands resulting from these two new programs.

The Ministry of Health stated that: "There is a well documented need in Ontario for occupational therapy and physical therapy personnel, particularly those with French language skills", but went on to say: "However, whether positions will exist for the graduates is another question."[2] This could be asked about any program, but does not seem relevant in this particular case.

As noted above, Council has been reassured with respect to the concerns expressed by the Ministry of Health regarding clinical placements for students in these two

2. Memorandum to Dr. R. Benson, Assistant Deputy Minister, Ministry of Colleges and Universities from Mr. R. H. Reid, Assistant Deputy Minister — Institutional Health, Ministry of Health, July 2, 1985.

programs. Therefore, Council is satisfied that the Ministry of Health's assessment of these two new programs in relation to their own objectives does not negate the ability of these programs to meet Council's funding criteria.

Council has reviewed the advice of its Academic Advisory Committee concerning the two Ottawa programs and is persuaded that it is appropriate for the University of Ottawa to offer these programs. Council notes, as well, the support from COU for the establishment of the physiotherapy and occupational therapy programs. In their reply to Council's request for comments on the proposed programs COU stated that:

> Having been convinced of the need in terms of both student and societal demand and having been assured that the suggested programmes were not significantly different from those already established in Ontario, with the exception of the highly desirable bilingual aspect, Council unanimously agreed to support the establishment of these new programmes.[3]

In addition, Council is aware of the considerable local and regional support for the proposed programs. The physiotherapy and occupational therapy programs have not caused significant problems for the Ministry of Health and have satisfied Council's funding criteria. Due to the need for bilingual health care specialists in these fields in the Ottawa and northeastern Ontario areas, Council believes that the programs should be funded even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-19
FUNDING FOR THE BACHELOR OF SCIENCE PROGRAM IN PHYSIOTHERAPY AT THE UNIVERSITY OF OTTAWA FOR 1987-88.

THAT the BSc program in Physiotherapy at the University of Ottawa be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's *Operating Formula Manual*.

OCUA 85-20
FUNDING FOR THE BACHELOR OF SCIENCE PROGRAM IN OCCUPATIONAL THERAPY AT THE UNIVERSITY OF OTTAWA FOR 1987-88.

THAT the BSc program in Occupational Therapy at the University of Ottawa be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's *Operating Formula Manual*.

M. Paikin
Chairman

July 19, 1985

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3. Letter from Edward J. Monahan to Mrs. M. Paikin, May 13, 1985.

Appendix A

Policy Statement

Program of Grants for the Development and Start-Up of New French Courses and Programs in Bilingual Universities

I. Aim and Rationale

The Ontario Government recognizes that the offering of university programs in two languages generates costs which cannot be covered by the general distributive formula for operating funds. Special grants are therefore made available to bilingual universities in addition to the formula operating grants:

— the Bilingualism Grant covers the incremental costs of on-going bilingual programs as determined through periodic study;
— the Grants for the Development and Start-up of New French Courses and Programs recognizes the additional costs of developing and implementing new courses and programs, costs not covered by the bilingualism grant.

The latter grant program acknowledges that institutional size and enrolment levels are factors which influence the capacity of an institution to offer new programs and courses and allocates resources accordingly.

II. Program Description

The purpose of this program is to provide grants to recognized bilingual universities in Ontario to support the development and start-up of new courses and programs offered in the French language.

Grants are awarded on the basis of individual project submissions from universities indicating the need for the course or program, projected enrolment and the place it occupies in the overall academic plan. Grants are approved on a yearly basis and paid as reimbursements of actual expenditures. Grants are renewable up to a maximum of three years, dependent on satisfactory progress reports filed at the end of each fiscal year. An exception to the time limit may be made for major programs.

III. Submission and Award Procedure

Universities submit proposals to the Council for Franco-Ontarian Education (CEFO) on the appropriate forms. For programs and courses scheduled to be offered in September, universities should submit their proposals to CEFO the previous winter.

The procedure for the review of proposals and the award of grants depends on whether the submission concerns courses and programs in the core arts and science disciplines or, professional, quasi-professional, special and graduate programs.

Procedure 1: for courses and for programs in the core arts and science disciplines

CEFO reviews the proposals received from the universities and submits a list of projects recommended for support to the Minister of Colleges and Universities. The Minister reviews the recommendations and awards the grants.

Procedure 2: for professional, quasi-professional, special and graduate programs

All new programs in these categories require a review and a positive recommendation from OCUA before being eligible for formula funding. Bilingual and French programs must be submitted for this academic review like all other programs of this kind.

If a new program submitted to CEFO has been reviewed, recommended by OCUA and approved by the Minister of Colleges and Universities, the procedure for obtaining support under the program of grants for new French courses and program is the same as under procedure 1 above.

A university may, however, submit a request to CEFO for support of the development costs of a new program without the OCUA review and the approval for formula funding by the Minister. In this case, if CEFO recommends support, the Minister may award a one-time grant to assist the university in preparing its presentation for OCUA's review. No further grants would then be available for such programs until they have been approved for formula funding. When this approval is granted the procedure reverts to procedure 1.

IV. Financial Arrangement and Reporting Requirements

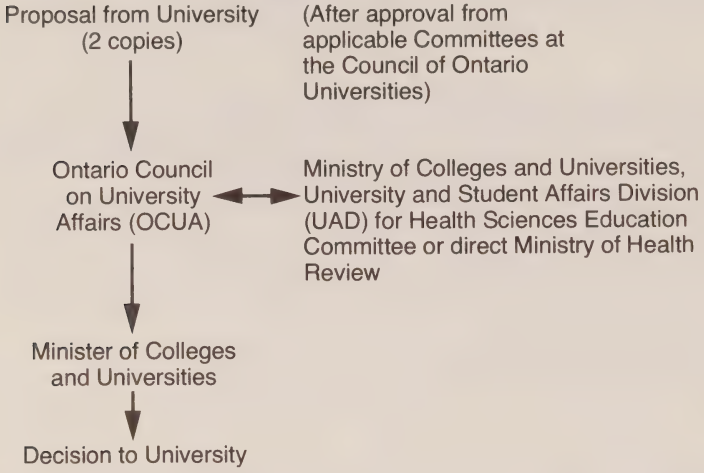
Grants are paid to the university at the end of the fiscal year in which they were awarded (March 31). Only expenditures actually incurred and commitments to the end of the institution's fiscal year (April 30) will be covered by the grants.

An activity report satisfactory to the Ministry and a financial report are required before payment is made by MCU. These reports will also be used in determining the merit of continued support for multi-year projects.

University Relations Branch
Ministry of Colleges and Universities
September 1984

Appendix B

Undergraduate and Graduate Health Sciences Program Review and Funding Approval Mechanism for Universities



The Ministry of Health review will include comments on the relationship of the proposed program to health service developments, manpower supply and demand, and health legislation. The review will be based on the following objectives:

1. Health science education programs should be designed to train specific, agreed upon, levels and types of health workers.
2. The output of health science education programs should bear a close relation to projected manpower needs in the health care sector, including the need for bilingual health service manpower.
3. Curriculum should relate closely to the scope of practice defined in health legislation, if applicable.
4. The general philosophy of the projected future health care system, as described by the Ministry of Health, should be reflected in the health science education programs.
5. The clinical practice portion of health sciences education programs should not unduly "steer" health care service in a particular institution, service, or geographic area, or create additional funding requirements of the Ministry of Health without prior agreement.

In the case of bilingual programs, start-up and developmental funds may be available on application to, and upon positive recommendation of the Council for Franco-Ontarian Education.

April 2, 1985

Appendix C

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Physiotherapy (BSc) and Occupational Therapy (BSc), University of Ottawa — New Undergraduate Professional Programs Considered For Formula Funding

On October 12, 1984, the University of Ottawa requested that Council consider for formula funding approval its new undergraduate professional programs in Physiotherapy and Occupational Therapy. Council, according to established procedures, circulated the program proposals to the Council of Ontario Universities (COU), which then asked for and received advice from its Ontario Council on University Health Sciences, which has representatives from all universities with health sciences programs. Council referred COU's comments and the proposed programs to its Academic Advisory Committee for specific recommendations relating to the programs. The Committee's findings are summarized below.

1. Proposed Curriculum

Both programs were designed by a Planning Advisory Committee composed of expert representatives from the University of Ottawa, Queen's University, McGill University and the Royal Ottawa Hospital.

Both curricula roughly parallel the curriculum of existing programs in the provinces.

2. Academic Quality of the Program

The programs were approved by the University's Senate in the spring of 1980.

3. Financial Viability of the Program

At present, significant additional resources will be required in order to establish these two programs, especially in the area of staffing. It is the Committee's understanding that the Council for Franco-Ontario Education (CEFO) is considering proposals for start-up funds for these programs which would allow for the hiring of program directors, professors, support staff and equipment. If sufficient funding were available these programs would probably be financially viable. It is also the Committee's understanding that final approval of any such special funding is contingent upon the Minister's approval of formula funding support. The Ministry has already provided development funds so that the programs could be brought to a stage where they could be submitted to Council for formula funding support.

4. Projected Enrolment

The University projects annual graduating classes of 10-15 students for each program based on first-year intakes of twenty students for each program.

5. Co-operation with other Post-Secondary Institutions

Both McGill and Queen's have assisted in the design of the programs, but specific future co-operation is not considered necessary.

6. Need — Student and Societal Demand

Based on the application rates and very high entering grades (in the high eighties) for the other rehabilitation medicine programs in the province, which are all limited-enrolment, the planned intake of 20 first-year students in each program is very probably realizable.

The societal need for the programs is documented mainly in the many supporting letters from health care professionals and several interested agencies in the Ottawa

area. Based on the review of these submissions (detailed below in section 8) and on COU's concurrence with the need for these programs, the Committee is satisfied that there is a societal need for them.

7. Program Uniqueness

The bilingual components of the programs make them unique. The professional part of the programs will be taught in French. The teaching staff will be bilingual. There are three other programs in Ontario — at Queen's University, the University of Toronto and the University of Western Ontario. However, the bilingual nature of the programs, the regional need for graduates in Ottawa and the support provided by the other Health Science faculties appear to override any concerns about program duplication.

8. Local and Regional Support for the Program

The Social Planning Council of Ottawa-Carleton; the Ontario Society of Occupational Therapists — the Ottawa Branch; the Ottawa District of the Canadian Physiotherapy Association; and the Association Canadienne-Francaise de l'Ontario — Conseil Regional Ottawa-Carleton have written in support of the proposed programs. In particular, they have strongly emphasized the need for bilingual health care professionals in these two fields. There has also been considerable support from area hospitals for the establishment of these two programs.

9. Institutional Appropriateness

The appropriateness of these proposals for the University obviously depends on the availability of the CEFO grants. The Committee notes the University's commitment to the programs through the designation of considerable space within the new Health Sciences building, plus the provision of shared auditoria, lecture, library and teaching space for the programs. The Medical School at Ottawa has links with the Regional Rehabilitation Centre, the Ottawa General Hospital, the Children's Hospital of Eastern Ontario and the Regional Crippled Children's Centre. All of these institutions are willing to offer supportive clinical resources for the two programs and all these institutions are bilingual. Regional Rehabilitation Centre staff in particular have participated in the design of the programs.

The programs will also be supported by teaching and other collateral strengths in Medicine, Nursing, Sociology, Psychology and the Faculty of Sciences.

10. Funding

The Committee, therefore, recommends that:

the University of Ottawa's new undergraduate professional programs in Physiotherapy and Occupational Therapy be recommended as being eligible for formula funding support.

Academic Advisory Committee
May 31, 1985

Appendix D

Ontario

Office of the Deputy Minister

Ministry of Education

Ministry of Colleges and Universities

Mowat Block
Queen's Park
Toronto, Ontario
M7A 1L2
416/965-2605

Dr. Antoine D'Iorio
Rector and Vice-Chancellor
University of Ottawa
550 Cumberland Street
Ottawa, Ontario
K1N 6N5

Dear Dr. D'Iorio

I am pleased to announce that the Minister has accepted the recommendation of the Council for Franco-Ontarian Education with respect to the allocation of grants in support of the development of new French courses and programs in 1985-86.

The University of Ottawa will receive the following grants:

Faculty of Health Sciences	
— Nursing (3rd and 4th years)	82,000
Faculty of Sciences and Engineering	
— Computer Science	35,000
— Mathematics	21,700
Faculty of Education	
— Computer Science in the Senior Division	9,000
Total	$147,700
St. Paul University Faculty of Theology	
— Faith and Culture	3,700
— Special Questions of Ethics: Human Values in an Audio-Visual Civilization	8,800
Total	$ 12,500

With respect to the grant of $225,000 for the bilingual Physiotherapy and Occupational Therapy programs, the Minister has accepted the Council's recommendation on the condition that OCUA recommends this program for ongoing operating grants and that OCUA's recommendation is accepted by the Minister. Consequently, the grant will not be paid until this process is completed.

As in other years, these grants should be used exclusively for French courses or the French part of bilingual programs. Grants will be paid by the Ministry upon receipt of the appropriate financial documents and an interim activity report. These documents should be forwarded to the Director of the University Relations Branch by January 15, 1986. In addition, it should be understood that these awards are made conditional on a final activity report for each grant being submitted to the Ministry by August 31, 1986.

Yours sincerely,

G. R. Podrebarac
Deputy Minister

Appendix E

Ontario

Ministry
of
Health

10th Floor, Hepburn Block
Queen's Park
Toronto, Ontario
M7A 1R3

(416) 965-3435

July 2, 1985

Memorandum to: Dr. R. Benson
Assistant Deputy Minister
Ministry of Colleges and Universities

From: Mr. R. H. Reid
Assistant Deputy Minister
Institutional Health

Re: University of Ottawa's Proposal for
B.Sc. Programs in Physical Therapy and
Occupational Therapy

A review of the proposal indicates that for each program there will be up to 20 first year students with 10 to 15 expected to complete each of the 4 year programs. Beyond the typical entrance requirements, all students must be bilingual.

From a manpower planning perspective, there are several concerns:

1. Other Ontario rehabilitation schools have had problems finding appropriate internship placement locations. The availability of placement locations should be investigated prior to program initiation as students are scheduled for Clinical Practicum/Field Work in year two. The placements to be used should be new to avoid affecting the supply available for already existing programs.

2. This new rehabilitation education program will have an impact on the Allied Health internship funding component of the Clinical Education Budget. It may be timely for the Ministry to review the rationale for the funding support of Allied Health.

3. There is a well documented need in Ontario for occupational therapy and physical therapy personnel, particularly those with French language skills. However, whether positions will exist for the graduates is another question. This may be answered by the Ministry's planned rehabilitation personnel survey.

Thank you for providing us with the opportunity to comment on this proposal.

85-VI The Ontario Graduate Scholarship Program, 1986-87

INTRODUCTION

In this memorandum, Council submits advice on the long-term goals and objectives of the Ontario Graduate Scholarship (OGS) program. Council also submits its advice for 1986-87 on the value of the OGS stipend, the number of stipends to be awarded and associated matters.

Council noted in Advisory Memorandum 84-IV that the OGS program had been in existence for ten years and that it was time to review its "purposes and effectiveness". This memorandum went on to state that the review would include consultation with OGS Selection Board Chairmen and representatives of the Ontario Council on Graduate Studies (OCGS) and the Ontario Graduate Association (OGA). Accordingly, the current chairman of the Selection Review Board, Dr. Reginald Smith of Queen's University, was interviewed and Council received briefs from, and held hearings with, both OCGS and OGA. Council wishes to thank all those involved in this consultation process for their useful and thoughtful comments and suggestions.

The participants in the review were asked to comment on the following areas:

— program objectives

— the value of the stipend

— the number of stipends

— the appropriate relationship between the number of stipends and the value of the stipend

— the effectiveness of the program in furthering excellence in graduate studies

— how the OGS program compares with the NSERC and SSHRC awards programs

— the categories of OGS awards — should the institutional and visa student categories be maintained? Should there be other categories of awards, such as strategic awards to encourage doctoral work in specific fields where there are present or projected shortages of professors, e.g. business and engineering? Should more awards be made available than at present in these areas and should they be at a higher value than the regular stipend?

— the $2,500 limitation on the value of other awards which can be held concurrently with the OGS — should this limitation be higher? Should it be abolished?

— any administrative aspects of the program (bearing in mind, however, that Council is primarily concerned with policy aspects)[1]

Council will, therefore, structure its advice herein under several headings: Program Objectives;Special Matters; and the OGS Program, 1986-87.

I. PROGRAM OBJECTIVES

At the present time, the only defined Government purpose/objective for the OGS program is: "to encourage excellence in graduate studies".[2] Within this broad objective, Council has submitted annual advice focusing primarily on the value of the award and the number of awards which should be made available. Last year, Council recognized

1. Letters from Mrs. Marnie Paikin to Dr. L.A.K. Watt and Mr. Rob Butcher, November 1 and November 6, 1984.
2. Ministry of Colleges and Universities, *Ontario Graduate Scholarship Program, 1985-86,* brochure.

that it was time to reassess this pattern of advice and began its review of the OGS program by identifying appropriate objectives and examining the program in light of Council's experience with it.

To compete successfully in national and international markets, it is essential for the province of Ontario to attract, develop and retain the best "mindpower" it is capable of assembling. In fulfilling this need it is fortunate that one of this province's great assets is the university system's graduate studies enterprise, through which the most resourceful "mindpower" is developed. Crucial to the support of this system is the maintenance of a high quality pool of graduate student talent from which to provide for the renewal and enhancement of university faculties and the provincial research enterprise.

One measure of the degree of academic excellence of the graduate enterprise within a university is the quality of graduate students enrolled. While students will be drawn by many factors — institutional reputation and setting, professorial and other resource strengths, and the size, mix and quality of graduate students within a given department — Council believes a crucial factor is the availability of scholarship support for exceptional students. The effectiveness of a scholarship program in attracting genuinely talented students in sufficient numbers to enhance the quality of graduate studies in Ontario will depend on the competitive value of the awards and the number of awards available.

Council, therefore, adopts as its first and primary objective for the OGS program the encouragement of excellence in graduate studies within the Ontario university system.

In structuring an effective provincial graduate scholarship program in Ontario, it is also important to take into account the existence of two well-established federal government graduate scholarship programs and the history of the present OGS program. These are examined in some detail later in this memorandum, but for now Council confines itself to offering some general comments on them. The two federal programs, that of the Social Sciences and Humanities Research Council (SSHRC) and the Natural Sciences and Engineering Research Council (NSERC), offer awards which are tenable anywhere in Canada and, in some instances, abroad as well. They also have award values which are higher than those offered by existing provincial graduate programs. Given current fiscal realities, it is unlikely that any provincial program will be able to match the value of the federal awards in the near future. As well, it is only fitting that the most prestigious publicly funded awards in the country be open to all Canadian students on an absolutely equal basis across the country and be tenable at any university.

The federal competitions do not guarantee a province any particular number of exceptional graduate students. For a province such as Ontario, which wishes to ensure that it has a critical mass of highly qualified graduate students it must be prepared to offer alternative scholarships tenable only within the province. In Council's view, such a scholarship program should complement the federal programs by offering awards which, while not substitutes for those federally awarded, are competitive and prestigious. Council also believes that some allowance should be made within a provincial awards' program for the fact that the size and intensity of graduate studies may vary across the province's universities and that while preference might be given to the province's residents, it should also be available for some high-quality students from other provinces and countries. This would imply the need for special categories of awards (a) tenable at specific universities, or (b) available for specific institutions.

Council recognizes that not all universities in Ontario are developed to the same extent with respect to graduate-level studies. Some of the newer and smaller universities still in the process of developing strengths and reputations at the graduate level deserve special consideration. Council, therefore, adopts as its second objective for the OGS program, the fostering of the presence of a minimum number of outstanding graduate students in specific smaller universities.

Council has for some time stated its preference for a healthy international mix of

students within the Ontario university system, especially at the graduate level. Council reaffirms its belief in the benefits of the presence of visa graduate students in Ontario universities, especially academically excellent ones, because:

(1) Universities are dedicated to the pursuit of knowledge, scholarship and research-activities that transcend national boundaries. While Ontario universities have a primary responsibility for training Ontario and Canadian graduate students, that responsibility should not be limited to citizens of this country.

(2) Graduate level education is enhanced by the presence of a diverse group of faculty and students who bring to the task a variety of educational backgrounds, conceptual frameworks and methodologies.[3]

Council, therefore, adopts as its third objective for the OGS program, ensuring the presence of a minimum level of outstanding visa graduate students within the Ontario university system.

Council's three objectives for the program may then be summarized as follows:

1) Encourage excellence in graduate studies within the Ontario university system.
2) Foster the presence of a minimum number of outstanding graduate students in specific smaller universities.
3) Ensure the presence of a minimum number of outstanding visa graduate students within the Ontario university system.

Council now examines the existing OGS program in order to determine whether it meets these objectives.

1. Encouraging Excellence

To attract and retain excellent graduate students within Ontario, the provincial scholarship award value must be set at an appropriate level. The OGS stipend was initially set at roughly 80% of the averaged values of the scholarships administered by SSHRC and NSERC. Council has since then documented a steady decline in the value of the OGS award when compared to the two federal awards. For 1985-86, the OGS stipend is only 63.7% of the combined averaged value of an NSERC award and SSHRC award (see Table I).

Council, as part of its review of the OGS program, examined comparable programs in other provinces. In Alberta, for 1985-86, the level is approximately 76% of the federal awards and in Quebec the award level is approximately 70% of the federal awards[4]. Except for Newfoundland which has a very small program, the rest of the provinces do not have provincially administered and funded graduate scholarship programs.

Council has for several years voiced great concern about the continuing erosion in the OGS value. Table II updates this comparison and incorporates the actual rate of inflation for 1984-85 (3.9%) and an estimated rate of inflation for 1985-86 (4.4%). The 1985-86 value of the OGS stipend in 1974-75 constant dollars is 9.5% below the actual 1974-75 value. By comparison, the constant dollar values of the NSERC and SSHRC awards for 1985-86 are, respectively, 8.5% and 19.4% higher than their 1974-75 values.

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3. Ontario Council on University Affairs, *Ninth Annual Report, 1982-83,* A.M. 82-IX, pp. 120-121.
4. The Government of Alberta provides a combined total of 130 master's and doctoral scholarships at a combined value of $8,700 (master's awards are worth $8,100 and doctoral awards $9,300). The Government of Quebec offers 1,318 awards at a combined value of $8,000 (master's awards are worth $7,500 and doctoral are worth $8,500). In both provinces, awards are usually open only to residents of the province and are tenable only within the province. Alberta also offers 50 Special Heritage Fund graduate scholarships ($10,000 for master's students and $15,000 for doctoral). Quebec offers a limited number of special graduate scholarships in Business, Transportation, Environment Studies and Energy ranging in value from $7,500 to $9,000.

Table I

Comparative Scholarship Stipends

	OGS	NSERC PGS Awards[1]	SSHRC Doctoral Scholarships
1974-75	$3,400[2]	$ 4,500	$ 4,000
1975-76	$3,400[2]	$ 5,000	$ 5,000
1976-77	$3,750	$ 5,520	$ 5,500
1977-78	$4,350	$ 6,000	$ 6,000
1978-79	$4,500	$ 6,360	$ 6,360
1979-80	$4,800	$ 7,000	$ 6,750
1980-81	$4,890	$ 8,500	$ 7,860
1981-82	$5,700	$ 9,350	$ 8,760
1982-83	$6,270	$10,500	$ 9,720
1983-84	$6,585	$11,100	$10,800
1984-85	$6,915	$11,600	$11,340
1985-86	$7,305	$11,600	$11,340
% increase 1985-86 over 1974-75	114.9	157.8	183.5

1. NSERC post-graduate scholarship (PGS) values are those in effect in the Fall of each academic year.
2. Adjusted to take account of the integration of fees into the award in 1976-77.

Table II

Comparative Scholarship Stipends
(In Constant Dollars 1974-75 = 100.0)

	OGS	NSERC PGS Awards	SSHRC Doctoral Scholarships
1974-75	$3,400	$4,500	$4,000
1975-76	3,094	4,550	4,550
1976-77	3,191	4,698	4,681
1977-78	3,409	4,702	4,702
1978-79	3,233	4,569	4,569
1979-80	3,158	4,605	4,441
1980-81	2,893	5,030	4,651
1981-82	3,010	4,937	4,625
1982-83	3,026	5,068	4,691
1983-84	3,007	5,068	4,932
1984-85	3,040	5,099	4,985
1985-86	3,076	4,884	4,775
% change 1985-86 over 1974-75	- 9.5	+ 8.5	+ 19.4

In Advisory Memorandum 75-III, Council observed:

> It is evident that the original intent of the Ontario Graduate Scholarship program was to provide a stipend moderately lower than federal prestige awards, quite possibly on the reasonable ground that this program provides awards on the basis of a provincial rather than nation-wide competition.[5]

and:

> It appears to Council that the very purpose of the Ontario Graduate Scholarship Program speaks in favour of according priority to improved scholarships. A prestige award designed "to encourage excellence in graduate studies" should carry a stipend sufficient to attract and nurture excellence in the face of increasingly financially attractive alternatives to graduate study and of economic pressures that detract from scholarly endeavour.[6]

These statements continue to describe the situation today.

Both OCGS and OGA made very strong representations that the OGS award value be restored to its original comparative level in relation to the two federal awards. As OCGS acknowledged this would represent a significant increase in the funds made available to the OGS program, approximately 31% (given the same number of awards being made available and estimating that the NSERC and SSHRC award levels will be increased for 1986-87 by Council's estimated rate of inflation, 4.6%). But as OCGS pointed out "it would be a small amount in relation to the total funding for universities."[7] And as OGA stated:

> It is realized that as NSERC and SSHRC are national programs and OGS provincial, the OGS may never have the full prestige of the national awards. However, the fact that the value of the OGS stipend has been allowed to fall so dramatically in comparison with NSERC and SSHRC awards has hardly encouraged the view that the OGS program was ever vaguely comparable with NSERC and SSHRC. . . We feel that raising the stipend will restore and enhance the prestige of an OGS award and will demonstrate the Ontario Government's commitment to academic excellence.[8]

This echoes Council's position:

> If the OGS program is to function effectively as a scholarship program (which has always been, and continues to be, Council's position), it is clear that the value of the stipend must be significantly increased. Were the stipend to remain depressed, the program would lose its original purpose and instead become a student assistance program.[9]

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5. Ontario Council on University Affairs, *Second Annual Report,* 1975-76, p. 24.
6. *Ibid.,* p. 24.
7. Ontario Council on Graduate Studies, *The Ontario Graduate Scholarship Response: A Brief Submitted to the Ontario Council on University Affairs*, February, 1985, p. 2.
8. Ontario Graduate Association, *The Ontario Graduate Scholarship Program: Brief presented to the Ontario Council on University Affairs*, January 21, 1985, p. 3.
9. Ontario Council on University Affairs, *Seventh Annual Report*, 1980-81, p. 111.

The NSERC and SSHRC scholarship competitions are the most prestigious in Canada. They set the standards for all other Canadian scholarship programs in: the academic eligibility of applicants; the quality of the academic panelists who choose the award-winners; the award-winners themselves and the careers and research which they pursue; and the academic excellence associated with the value of the scholarships awarded. These are standards by which all other graduate scholarship programs must be judged. Any scholarship program should aspire to set its award value at a level which will cover for the award-winner the costs of books, equipment, tuition and other fees, and most living expenses. NSERC and SSHRC have currently set their award values at approximately $11,500 in order to accomplish this. As well, it must be remembered that a scholarship award value should represent an attractive alternative to immediate employment in certain fields.

Any provincial government supporting a graduate scholarship program which hopes to complement federal award programs must take into account the competitive national standards which these programs set. It appears to Council that this has not been the case in Ontario. Other provinces have set their award values at levels higher than Ontario's and closer in value to the federal awards. It is time for Ontario to increase the value of its graduate scholarships significantly if the OGS program is to be truly complementary to the NSERC and SSHRC awards' programs. Council, therefore, favours increasing the OGS award value to its original comparative level of approximately 80% of the averaged values of the NSERC and SSHRC awards.

Another key issue which Council reviewed in detail is the number of OGS awards which should be offered. OCGS argued in its brief that, once the value of the OGS award has been increased substantially, then the number of awards should be increased. Similarly, OGA argued against making a trade-off between the value and the number of awards. They favoured retaining the number of awards at least at their present level of 1,200.

While stating consistently that increasing the value of the award should be the first priority, Council has also drawn Government's attention to the fact that, despite increasing application pressure (a growth of over 45% since 1978-79), the number of awards has not been increased since 1978-79 (see Table III). Therefore, the percentage of applicants receiving awards has declined from 23.8% in 1978-79 to 16.4% for 1985-86.

Table III

Number of OGS Awards
(by category)

	Open	Institutional	Visa/LI[1]	Total
1974-75	850	150	(Quota)[2]	1,000
1975-76	850	150	(Quota)[2]	1,000
1976-77	850	150	(Quota)[2]	1,000
1977-78	850	45	50	945
1978-79	1,105	45	50	1,200
1979-80	1,095	45	60	1,200
1980-81	1,095	45	60	1,200
1981-82	910	40	50	1,000
1982-83	1,095	45	60	1,200
1983-84	1,095	45	60	1,200
1984-85	1,095	45	60	1,200
1985-86	1,095	45	60[3]	1,200

1. LI = Recent Landed Immigrant.
2. Up to 10% of the awards could be allocated to landed immigrants or holders of student visas.
3. Reflecting acceptance of Recommendation 83-4 this category is now restricted only to visa students.

Currently 6.8% of all Ontario-based graduate students receive OGS awards while about 8.5% (roughly 1,500 students) receive NSERC and SSHRC awards. Thus, a greater number of Ontario scholars are supported by the two federal programs than are supported by the province's own awards program. Unfortunately many qualified applicants have to be rejected in both the federal and provincial competitions.

In accordance with attaching the highest priority to an immediate increase in the value of the OGS award, Council is prepared to defer recommending an increase in the number of awards. The provision of 1,200 awards will allow for a basic coverage of disciplines and universities. However, Council intends to continue to review, on an annual basis, what should be the appropriate number of awards offered.

Ontario must signal its commitment to preserving and enhancing excellence at the graduate level, particularly through ensuring that high-quality graduate students are able to pursue their studies within the province. Council believes, therefore, that to meet its first objective for the OGS program it is essential that the award value be increased immediately to its former comparative value of 80% of the NSERC and SSHRC awards. As well, the number of OGS awards must be maintained at least at the present level of 1,200.

2. Institutional Awards

Institutional awards have been a feature of the OGS program since its inception. Originally there were ten awards reserved for each of the 15 universities for a total of 150. This provided for an equitable minimum of award-holders in all institutions. However, in 1976, Council reviewed carefully the principle of retaining institutional awards at all institutions, concluding that:

> Council appreciates that the institutional awards have given all universities a measure of flexibility, not least because they can be made to individuals after the close of open competition. These same awards are particularly valued by the small universities which, in the absence of doctoral programs, consider themselves at a disadvantage in attracting graduate students who hold federal scholarships. Federal eligibility rules generally favour doctoral candidates.
>
> To Council, considerations of flexibility are distinctly secondary to protecting or enhancing the number of awards in the open competition which is central to the identification and reward of academic excellence. Accordingly, Council is disposed to favour the abolition of institutional awards in the ten universities that offer doctoral programs.[10]

Council went on to recommend that the institutional awards' category be maintained only for the five universities which do not have doctoral programs (Brock, Lakehead, Laurentian, Trent and Wilfrid Laurier) with between 9 and 11 awards being made available for each institution. Since then nine per institution have been awarded each year.

At the time that it first recommended restricting the institutional awards to the five universities, Council stated that the case for maintaining the institutional awards' category should be "reviewed in the longer run perspective of graduate program planning but not prejudged by precipitious action at this time."[11] The Selection Board recommended in 1978 that the category of institutional awards be abolished as there was a "complete lack of support on the Board for its continuation".[12] OCGS argued, however, that the category should be retained because: "These awards serve a particular purpose in supporting graduate activities at the smaller institutions."[13] Council, subsequently, in Advisory Memorandum 78-II endorsed the continuation of institutional awards.

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10. Ontario Council on University Affairs, *Third Annual Report,* 1976-77, A.M. 76-II, p. 21.
11. *Ibid.*, p. 22.
12. Report of the Chairman of the Board of Ontario Graduate Scholarships, 1978 Competition, p. 13.
13. Ontario Council on Graduate Studies, Graduate Planning in Ontario Universities: Brief to the Ontario Council on University Affairs, 1978, p. 20.

Both OCGS and OGA indicated in their recent briefs that the category should be maintained with its present number of awards in order to foster some minimum level of graduate activity and scholarship within smaller universities. However, the Chairman of the Selection Board for the 1985-86 competition, Dr. Reginald Smith, urges in his annual report that the need for the awards and the "selection criteria for including any particular institution" in the institutional awards' category be reviewed.[14]

Institutional awards are tenable, only at the nominating university and award-holders must meet the same criteria as other applicants. Each of the five universities may nominate 9 students (all of whom must be Canadian citizens or permanent residents) for consideration by the Selection Board. If a nominee accepts an institutional nomination, he cannot compete for an award in the open competition. Graduate students at any of the five universities may also apply for awards in the open competition or in the visa student competition. If, for whatever reason, a student does not accept an institutional award, then the university may nominate a substitute who has not been refused an award in the open competition.

Council has reviewed data relating to the institutional award category, which shows that, on average, from 1981-82 to 1984-85, 13 Brock, 10 Lakehead, 9 Laurentian, 9 Trent and 41 Wilfrid Laurier students held OGS awards. It is clear, therefore, that the nine institutional awards per university are vitally important for graduate activities within the first four institutions. The evidence suggests, however, that the institutional award category is no longer a crucial factor in the graduate enterprise at Wilfrid Laurier University.

Council, as indicated above in its second objective for the OGS program, believes that a certain number of awards should be reserved for institutions who require special consideration in order to preserve a minimum number of high-quality graduate students to foster scholarship within their respective graduate studies' enterprises.

3. Visa Student Awards

In 1975 Council stated that the then existing quota of roughly 100 awards for visa students and landed immigrants should be eliminated, and that Canadian citizens and all landed immigrants should compete on an equal basis in the open competition. Council attached, at that time, a higher priority to eliminating what it perceived as discriminatory practices with respect to landed immigrants, than it did to providing awards for visa students. In that visa students subsequently were ruled as being ineligible for any OGS awards, Government partially accepted Council's recommendation; only landed immigrants were eligible for a quota of 100 awards. In Advisory Memorandum 76-II, Council again took the position, supported by briefs from the university community, that visa students should not be eligible to compete in the OGS competition as the matter of visa student assistance of any kind was primarily a responsibility of the federal government. Council also noted that:

> . . . given current discussion of the impact of tuition fee increases on needy foreign students, Council offers the reminder that the over-riding purpose of the Ontario Graduate Scholarship Program is to reward academic excellence as measured by academic achievement. In that foreign student eligibility potentially adds to the level of excellence of the scholarship competition, it is compatible with the purpose of the Program. But the Program is not and should not become a vehicle for awards based on need, whether the recipients be citizens, landed immigrants or foreign students. Recognition of need is the proper objective of student assistance programs. It is not an objective of scholarship programs.[15]

14. *Report of the Chairman of the Ontario Graduate Scholarship Selection Board for the 1985-86 Competition*, p. 4.
15. *Ibid.*, p. 20.

However, the Minister responded by creating a new category of 50 awards for which only recent landed immigrants and visa students could apply. Council responded to this initiative by the Minister by noting in Advisory Memorandum 77-I:

> . . . that the purpose of the Ontario Graduate Scholarship Program is to reward academic excellence, and in that foreign student eligibility potentially adds to the level of excellence of the competition, it is compatible with the purpose of the program.[16]

The following year, on Council's recommendation, the number of awards in the special visa student/recent landed immigrant category was increased to 60. Council consistently recommended thereafter that the category be restricted only to visa students and that all landed immigrants, recent or otherwise, be allowed to compete freely with Canadian citizens in the open competition. Government did not respond positively to this recommendation until 1984 (see recommendations 83-4 and 83-7). Meanwhile the special category of 60 awards became a permanent feature of the program.

OCGS, OGA and Dr. Smith all indicated their very strong support for the principle of allocating graduate scholarships to outstanding visa students. All supported increasing the number of such awards. OCGS suggested that their preference would be for a:

> . . . special scholarship competition for Visa students funded outside the OGS programme with an appropriate number of awards reflecting the proportion of first-class Visa students in the graduate schools.[17]

However, if such a program were not created, then OCGS would favour the continuation of a separate category of awards for visa students within the OGS program with the present number of such awards being maintained.

OGA's preference was for allowing visa students to compete freely in the open competition on an equal basis with Canadian citizens and landed immigrants. However, they eventually adopted a "less radical position" in their brief which would:

> . . . see visa students compete freely in the OGS competition; however, they should be allowed to hold a percentage of awards no greater than the percentage that visa students comprise of the Ontario graduate population. So, as visa students are currently 16.5% of the graduate population, on this scheme after free competition visa students could hold no more than 16.5% of OGS's.[18]

The OGA proposal would mean tripling the number of visa student awards.

Council notes that only Canadian citizens or landed immigrants are eligible to apply for other provincial graduate scholarship programs and that NSERC and SSHRC have a similar restriction. However, the federal government does provide support for approximately 1,400 visa graduate and undergraduate students through bilateral and institutional scholarship programs of the Canadian International Development Agency (CIDA). Roughly half of the CIDA scholarships are awarded to graduate students, with an average of 100 to 150 of these students being in Ontario. In Ontario these scholarships are worth approximately $15,000 for graduate and $9,000 for undergraduate students. (The scholarship values are adjusted to regional circumstances.) The combined number of CIDA and OGS visa student award-holders represents between 6% and 8% of the total graduate visa student enrolment in Ontario. The OGS awards are, therefore, crucial to maintaining a very minimum number of outstanding visa students. For the 1985-86 OGS competition, 8.2% of all visa student applicants were successful in obtaining an award, compared to 17.4% of the applicants who are Canadian citizens or landed immigrants.

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16. Ontario Council on University Affairs, *Fourth Annual Report,* p. 15.
17. Ontario Council on Graduate Studies, *Brief,* February 1985, p. 3.
18. Ontario Graduate Association, *Brief,* January 21, 1985, p. 5.

Council believes that an OGS visa student award category is necessary in order to complement the CIDA program. However, consistent with Council's position regarding the priority it attaches to increasing the value of the OGS award rather than to increasing the number of awards, Council is not prepared to recommend an increase in the visa student awards category at this time. This is also consistent with Council's position as outlined in Advisory Memorandum 83-VII:

> Council appreciates the longstanding desire of the Ontario university community to foster a diversified mix of visa graduate students from many countries, regions and socio-economic backgrounds. Encouraging such diversity helps to fulfill international responsibilities and enhances the graduate experience for foreigners and Canadians alike.
>
> While having recommended the maintenance of existing differential fee levels, Council believes selective assistance should be available to worthy, but also needy visa graduate students to offset high costs which could prevent them from being attracted to Ontario universities. Council does not share the view of COU that this additional assistance should be provided by Government through funds allocated in the form of more Ontario Graduate Scholarships designated solely for foreign graduate students. Instead, it seems appropriate that support should come from and be controlled by the institutions. Also, since the institutions have the most direct insight into the needs of their students, it should be a university prerogative to determine who should be supported and the level of that support.[19]

II. SPECIAL MATTERS

In the course of its review of the OGS program, Council also studied three other particular matters: strategic/targeted awards; master's versus doctoral award values; and administrative aspects of the program.

1. Strategic/Targeted Awards

In response to Council's invitation to comment on setting aside a certain number of awards within the OGS program in order to promote scholarship in particular disciplines rather than simply allocating awards per panel in relation to the number of applications, OCGS and OGA both voiced strong opposition. OCGS stated:

> We are opposed to establishing special categories of award by discipline or field. It is impossible to tell which discipline will be in demand in the future and any attempt to steer students into particular fields by means of the OGS programme would be a mistake.[20]

OGA stated its opposition, but indicated a viable alternative, one which is already utilized to a certain extent in other jurisdictions, such as Quebec, whereby:

> . . . should strategic awards be deemed necessary, these awards should be funded by other government departments and these awards should be in addition to current OGS awards. For example, should there be a projected shortfall of Ph.D.s in agriculture, the Ministry of Agriculture could fund some extra strategic scholarships in the areas it requires.[21]

OCGS did, however, draw to Council's attention one matter which seemed to suggest that some targeting or quotas might be warranted. OCGS pointed out in its brief that the OGS program is particularly crucial for graduate students in the humanities and social sciences:

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19. Ontario Council on University Affairs, *Tenth Annual Report,* 1983-84, pp. 57-58.
20. Ontario Council on Graduate Studies, *Brief,* February, 1985, p. 3.
21. Ontario Graduate Association, *Brief,* January 21, 1985, p. 6.

> . . . we want to emphasize that the OGS programme is virtually the only source of scholarship support for masters students in the humanities and the social sciences. SSHRC offers only 100 special MA scholarships for all of Canada (students from Ontario usually receive about half of these awards). In contrast the scholarship programme of N.S.E.R.C. provides a much larger number of scholarships for students entering masters programmes in the sciences and applied sciences. (In the most recent competition there were 900 scholarships awarded to students entering the first year of graduate study from all Canadian universities).[22]

While the number of SSHRC master's scholarships has remained basically the same since 1974-75, the number of doctoral fellowships has decreased by some 40% to the present level of 1,040 awards. By contrast, NSERC doctoral fellowships have increased by over 56% since 1974-75 to the present level of 2,450 awards. Currently, in the OGS competition, the number of master's and doctoral awards allocated is about evenly split.

Council examined the 1984-85 distribution of OGS awards in order to determine whether there was an equitable and rational distribution of awards among disciplines. It is Council's understanding that each year, after all applications have been received, the Chairman of the Selection Board allocates the number of successful and reversion places to each selection panel based on the number of applicants assigned to that panel. There are currently 95 panels, one for each discipline or field of study, each composed of three members, one of whom acts as chairman. Each panel is responsible for reviewing up to 100 applications. The panels draw up lists of "successful"and "reversion list" candidates. Those on the reversion list are placed in rank order and a certain number are awarded scholarships should certain successful first-round candidates not accept their awards. Each panel follows uniform procedures in assessing candidates.

The eight-member Selection Board, composed of two members representing the Humanities, two representing the Social Sciences, two representing the Biological Sciences and one representative each for Physical and Applied Sciences, is responsible for the overall supervision of the program and for integrating the reversion lists for each of the five major fields of study.

For the 1985-86 OGS competition, which Council understands is generally representative of competition in other years, approximately 58% of all applications for all categories of awards came from students in the Humanities and Social Sciences. In the OGS competition, students in these fields received about 59% of all the scholarships awarded. This represents roughly the proportion of Social Sciences and Humanities graduate students within the total enrolment of graduate students in the province.

The selection process appears, therefore, to be working reasonably well in addressing the particular situation of students in the Humanities and Social Sciences and, therefore, no quotas or other adjustments appear to be warranted at this time.

Manpower planning is extremely complex and the OGS program should not be used in an attempt to fine-tune any particular discipline's output of graduates. However, through other means, such as proposals made by the Commission on the Future Development of the Universities of Ontario for programs and centres of excellence, Government could attempt to intervene in an area of very clearly defined societal need. Council also would draw attention to the proposals outlined in Advisory Memorandum 81-V, *Supply of and Demand for Graduates of Certain Professional Programs in Ontario*, which are still valid today in terms of meeting immediate, defined areas of societal need.

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22. Ontario Council on Graduate Studies, *Brief,* February 1985, p. 2.

2. Master's Versus Doctoral Award Values

In its brief to Council, OCGS suggested that there be a slight differential between the value of awards to master's and doctoral students, with master's awards being moved to 70% of the value of the federal awards and doctoral awards moved to 80% of the value. This would be in symbolic recognition of the prestige attached to doctoral level work.

Council examined this proposal carefully, but does not see merit in introducing such a differential. As the opportunities for other support for master's students, particularly for those in the social sciences and humanities, are often quite limited it would appear to be appropriate to maintain the same award value as for doctoral students. Council also notes that there is little or no differential between the value of master's and doctoral awards within the federal scholarship programs. Council is, therefore, not prepared to endorse a differential value between awards in the OGS program.

3. Administrative Aspects

With regard to administrative matters relating to the OGS program, Council was particularly interested in receiving comments on the $2,500 limit for the holding of concurrent awards and the ten-hour per week work limit. In each case, OCGS and OGA argued strongly for the retention of the limits. Given the relatively restricted number of prestigious provincial and federal scholarships which are available, Council is willing to accept that at this time the $2,500 limitation should remain in effect.

With respect to the ten-hour per week work limitation, Council notes that the Ministry's *Operating Formula Manual* currently states that a full-time graduate student claimed by a university for formula funding support must:

> . . . not be regularly employed, save in most exceptional circumstances, on other work or by the university for more than an average of ten hours per week for any term during which he or she is registered as a full-time graduate student. If the student is employed as a teaching fellow or demonstrator, the ten hours per week should represent the total time spent by the student in connection with the appointment — including preparation, marking examinations etc.[23]

OGA has recommended for several years that this restriction be changed to allow for 15 or 20 hours per week of work to allow greater remuneration for some graduate students.

Council was asked by the Minister on November 9, 1983 to consider this proposal and recommend upon its viability. Council met at that time with representatives of OGA and reviewed a brief which the association had submitted on this matter. Council's position was subsequently communicated to the Minister through a letter from the Chairman of Council:

> Information available to Council suggests that an increase in the permissible number of hours of employment would be of little benefit to students. The limiting factor in remuneration of graduate teaching assistants is the amount of money available to the universities and the resultant number of positions which may be offered, and not the number of hours full-time graduate students are permitted to work.[24]

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23. Ministry of Colleges and Universities, *The Ontario Operating Formula Manual,* September, 1984, Section III. 2.1(b)(vi), p. 51.
24. Ontario Council on University Affairs, *Third Annual Report,* 1976-77, p. 23.

In 1984, OGA again discussed the work limitation with the Minister and the Minister again suggested to Council that it review the policy (letter of October 2, 1984), and specifically consider the "option of revising the *Operating Formula Manual* to restrict the 10-hour limit to on-campus employment only". As the ten-hour limit was first addressed by Council as part of an advisory memorandum on the OGS program (Advisory Memorandum 76-II), Council agreed to study the Minister's suggestions as part of its overall review of the OGS program. In Advisory Memorandum 76-II, Council took the position that:

> . . . any duties as part-time research assistants, teaching assistants or demonstrators should not exceed the maximum of ten hours per week that applies to all full-time students.[25]

This position was embodied in Recommendation 76-6 which was approved by the Minister.

As part of this current review of the OGS program, OGA submitted a brief on the ten-hour work limitation. The brief represents a significant reversal of OGA's previously held position with respect to the limitation. OGA now believes that a limit of ten hours per week:

> . . . provides a protection for graduate students and allows them to devote sufficient time to their studies. It is felt that an increase in the number of hours we could work would decrease the onus on government to provide a sufficient level of funding for graduate students, and similarly decrease the onus on universities to pay adequate rates for the work teaching assistants now do. Our members feel that expecting graduate students to work more hours, with a consequent detrimental effect on our studies, rather than to expect the government and universities to fund adequately is a retrograde step.
>
> It has also been pointed out that an increase in hours would adversely affect foreign students as they are unable to compete for work not directly related to their studies. Finally, it is felt that such a move may result in a decrease in the number of available teaching assistantships.[26]

OCGS, in a letter to the Chairman of Council, reaffirmed its long-standing opposition to relaxing the ten-hour per week limitation by stating:

> The members of Council see this restriction as an important factor in maintaining the academic integrity of full-time graduate study. If students were allowed to work longer hours in paid employment not related to their thesis research, they would be less likely to be able to maintain their academic standing. While it might be argued that the better students would probably be able to carry the extra load, their academic progress would almost certainly suffer. Students of lesser ability would likely find themselves in trouble and could easily jeopardize their standing in the programme.
>
> The present restriction sends a clear message that being a full-time graduate student requires full-time effort to maintain satisfactory academic progress.[27]

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25. Letter from Mrs. Marnie Paikin, to the Honourable Bette Stephenson, December 13, 1983.
27. Ontario Graduate Association, *The 10-Hour Work Week: Brief presented to Ontario Council on University Affairs,* January 21, 1985, p. 2.
27. Letter from Dr. L.A.K. Watt to Mrs. Marnie Paikin, January 15, 1985.

The OGA and OCGS positions are now virtually identical and coincide with Council's position. Council sees no reason to change its present stance on this matter as outlined in the letter of December 13, 1983 from the Chairman of Council to the Minister. Council recognizes that off-campus employment by graduate students may be difficult for universities to monitor, but concurs with OCGS that being a "full-time graduate student requires full-time effort". Students who choose to work beyond the ten-hour limit should properly be viewed as part-time students, whether this work is on-campus or not. However, in "exceptional circumstances", universities can exempt students from the ten-hour rule.

In their brief, OGA argues that "exceptional circumstances" should be elaborated upon. Council does not share this view. The degree of flexibility for students, supervising faculty and departments which is available in the current wording in the *Manual* should be preserved. OGA also argued that greater publicity should be given to this provision in the *Manual*. Council is sympathetic to this argument and accepts OGA's contention that publicizing and administering this regulation varies throughout the system. Council believes, though, that this is a matter which should be worked out between OGA and OCGS.

OGA also urged that those applicants not given an award be supplied with more detailed reasons as to why they were unsuccessful in the competition. Currently, unsuccessful applicants are simply told that it is not possible to offer them a scholarship. OGA is particularly interested in having a student's departmental ranking and letters of reference made public. While individual departments or professors could, if they so wished, release this information to students, Council does not believe that it is the responsibility of the Selection Board to do so. Confidentiality is vital to the integrity of any scholarship competition and should be scrupulously maintained.

In summary, after a review of the administrative aspects of the OGS program, Council believes that no changes are warranted at this time.

III. ONTARIO GRADUATE SCHOLARSHIP PROGRAM, 1986-87

Consistent with the objectives which it has adopted, Council now offers its annual advice on the Ontario Graduate Scholarship Program for 1986-87.

1. Scholarship Award Value

As indicated earlier in this memorandum, Council believes that the award value should be increased to approximately 80% of the averaged 1985-86 values of the NSERC and SSHRC awards, with an inflation factor of 4.6% for 1986-87, bringing the value to $9,600.

Accordingly, Council *recommends to the Minister:*

OCUA 85-21
ONTARIO GRADUATE SCHOLARSHIP AWARDS 1986-87

THAT, in 1986-87, Ontario Graduate Scholarships carry a minimum stipend value of $9,600, or $3,200 per term.

This represents a 31.4% increase in the value of the award. Though it is a substantial increase in one year, it is absolutely necessary if the OGS program is to be viewed again as a prestigious scholarship program capable of attracting and retaining the highest calibre of graduate students.

2. Number of Stipends

Council believes that at least 1,200 awards should be made available for the 1986-87 program. This will allow for a basic distibution of awards among all disciplines and universities.

Accordingly, Council *recommends to the Minister:*

OCUA 85-22
NUMBER OF ONTARIO GRADUATE SCHOLARSHIPS 1986-87

THAT, in 1986-87, at least 1,200 Ontario Graduate Scholarships be made available for:
a) open competition;
b) institutional awards; and
c) visa students.

3. Institutional Awards

Council believes that a certain number of institutional awards should be set aside in 1986-87 for the following universities: Brock, Lakehead, Laurentian and Trent. As indicated above, Wilfrid Laurier University does not appear to require assistance in maintaining a core of outstanding graduate scholars since the university's students are able to attain approximately 30 awards in the open competition. This compares favourably with several larger universities.

Council favours increasing slightly the number of institutional awards per institution, restoring them to the 1975 level of 10 awards per institution.

Accordingly, Council *recommends to the Minister:*

OCUA 85-23
INSTITUTIONAL AWARDS

THAT 40 scholarships (10 per university) be deemed institutional awards in 1986-87 for the following universities: Brock, Lakehead, Laurentian, and Trent.

4. Visa Students

Council also believes that a certain number of awards should be set aside in 1986-87 for outstanding visa students. Accordingly, Council *recommends to the Minister:*

OCUA 85-24
ONTARIO GRADUATE SCHOLARSHIPS TO PERSONS ON STUDENT VISAS

THAT 60 scholarships be reserved for persons who at the time of application are student visa-holders.

The effect of Recommendations 85-23 and 85-24 would mean that 1,100 awards would be made available within the open competition.

CONCLUSION

The OGS program is a vital component of Government's attempts to promote quality and excellence at the highest levels of academic endeavour within the Ontario university system. The OGS program must be restored to its original level of prestige, importance and effectiveness. Council is convinced that the recommendations in this memorandum will bring about this much needed and long overdue restoration.

M. Paikin
Chairman

September 19, 1985

85-VII University Excellence Fund

On October 17, 1985, the Minister of Colleges and Universities announced to the Legislature the establishment of the University Excellence Fund which will provide an extra $50 million in special grants to the universities and related institutions in 1986-87. The Minister indicated that the fund would provide for the enhancement of quality in both teaching and research and would involve three major components: Faculty Renewal ($10 million); Research Leadership ($15 million); and Library Enhancement and Instructional Equipment ($25 million). In a subsequent letter to the Chairman of Council the Minister provided more details about these components of the University Excellence Fund and also requested Council's advice with respect to certain aspects of the fund.[1]

In this memorandum, Council offers advice on the three components of the University Excellence Fund related to distribution, eligibility criteria, time-frame, and accountability mechanisms. Before outlining its recommendations on each of the components, Council makes some comments as to the overall nature of this fund.

Council is concerned about the apparent one-time nature of the University Excellence Fund. The need for enhancing the quality of instruction and research in Ontario universities is critical. A one-time infusion of funds will not make a lasting impact on university quality. Multi-year commitments are particularly crucial for effective Research Leadership and Faculty Renewal programs. *Council urges the Minister to ensure that the program is extended beyond 1986-87 so that the serious and worthwhile objectives of the Fund can be addressed in a more meaningful way.*

Council believes that it is imperative that the fund be structured in such a manner as to maximize its impact on the quality of instruction and research in Ontario universities. Given the limitations of a single-year commitment, this can best be achieved through mechanisms which emphasize objectivity in allocating the funds, and flexibility and accountability in the use of the funds.

Council believes that for each component of the University Excellence Fund an objective allocative mechanism should be established by which each institution's allocation is determined. These mechanisms should provide equitable allocation, be simple to use, understandable and practical to implement. Given the size of funds available for allocation for one year only, it would be inappropriate to put in place a costly, elaborate and time consuming mechanism, such as a project by project evaluation, for determining the allocation of these funds. If, however, such a fund is repeated in future years, it would be advisable to consider more evaluative allocative mechanisms to replace the ones recommended for 1986-87.

In their submissions to Council, the Council of Ontario Universities (COU) and several institutions emphasized the need for flexibility in the eligibility criteria for expenditures in each component of the University Excellence Fund. Their arguments are persuasive. Council believes that the maximum impact on the quality of instruction and research can be achieved by using broad definitions of eligible expenditures and by providing flexible time-horizons for making these expenditures. For example, in the case of the Library Enhancement and Instructional Equipment component of the Fund, there is little point in providing funds for the acquisition of new library books and periodicals if an institution does not have the funds available to shelve, catalogue and provide access to the newly acquired volumes. Similarly, there is little use in providing funds for the purchase of instructional microcomputers if there are insufficient resources to set them up in a microcomputer laboratory. Under the Faculty Renewal component of the Fund it would be inappropriate to restrict financing to the addition of faculty for an institution that has neither the space available to house these faculty nor a need for more faculty. The quality of instruction and research by the faculty of an institution may

1. Letter from the Honourable Greg Sorbara, Minister of Colleges and Universities, to Mrs. M. Paikin, October 25, 1985.

well be better served by altering the existing complement through early retirements and buy-out arrangements or by providing for professional development and upgrading. A reasonably flexible approach to the use of funds is more likely to ensure that appropriate initiatives for quality enhancement are implemented.

Similarly, it is important to allow for flexibility in the time-horizon of expenditures under the Fund. Limiting the expenditure of grants allocated to the fiscal year 1986-87 may simplify the accounting associated with the Fund, however, it will also limit the effectiveness of the use of the grants. For example, if the Faculty Renewal portion of the Fund is non-recurring in nature, little, if any, meaningful enhancement of the quality of instruction and research can be achieved by spending the funds available within the fiscal year 1986-87. It would be much more prudent to allow institutions to limit their "up-front" expenditures on faculty and sustain their quality enhancements over a longer period of time. At the very least, on practical grounds, the time-horizon will have to be extended beyond the fiscal year in order to account for the two-month overlap between the faculty contract year and the fiscal year common at most institutions.

While Council is convinced of the need for flexibility in expenditure under the Fund, there are limits to the degree of flexibility required to reach Government's objective of enhanced quality. The grants allocated should not be transferable among the various components of the University Excellence Fund. An exception to this should be allowed in the case of an institution whose entitlement is less than $20,000 in any one component of the Fund. In such a case, the institution should be permitted to combine the amount allocated with its entitlement in another component to create a more substantial allocation for enhancement.

The grants from the Fund should not be considered to be normal operating grants or additional grants to supplement normal operating income. They should be clearly identifiable for specific quality enhancement purposes not otherwise available to the institution. With the high degree of flexibility envisioned by Council, institutions should not have the problem of these additional expenditures creating a drain on resources in other areas of the institution.

Council believes that a relatively high degree of flexibility in the use of funds creates a corresponding need for accountability. Government must be assured that the funds are being used appropriately and that these expenditures are enhancing instructional and research quality. Hence, Council suggests that appropriate accountability mechanisms be put in place to assure Government that its objectives are being met by the expenditures undertaken. However, these mechanisms should not be too time-consuming or onerous in nature.

In the following sections, Council responds directly to the Minister's request for advice on specific components of the University Excellence Fund.

Library Enhancement and Student Equipment

The Minister of Colleges and Universities indicated to the Chairman of Council that:

> The LIBRARY ENHANCEMENT AND STUDENT EQUIPMENT component of the fund will provide $25,000,000 to assist the institutions in the acquisition of library reference materials and equipment and urgently required teaching aids, computers, laboratory and scientific equipment for instructional purposes. Each institution's entitlement will be based on its 1985-86 enrolment as measured by its Basic Income Units (weighted enrolment). I would request that the council advise me if, in its opinion, special criteria should be used in assessing institutional submissions with respect to this component of the UNIVERSITY EXCELLENCE FUND.[2]

2. *Ibid.*, p. 3.

While some institutions suggested alternative methods of allocation, Council is not persuaded by these arguments. Therefore, this component of the Fund should be *allocated according to each institution's share of 1985-86 enrolment, measured by its Basic Income Units (weighted enrolment)* as indicated by the Minister.

In responding to the Minister's specific request for advice on the need for "special criteria" Council identifies two areas of concern: eligible expenditures and accountability mechanisms.

The eligible expenditures indicated by the Minister (library reference materials and equipment and urgently required teaching aids, computers, laboratory and scientific equipment for instructional purposes) are narrowly focused in providing only for the direct costs of these acquisitions. This approach is similar to the allocation of previous library and equipment funds. However, with the increased size of this fund over previous funds, it will be difficult for institutions to cover the indirect costs of installing and providing access to the newly acquired library acquisitions and equipment. Council recommends that greater flexibility in the use of grants provided under this component of the Fund be allowed.

The following costs should be *eligible for funding under the Library Enhancement and Student Equipment component of the University Excellence Fund:*

Student Equipment
- — the costs of teaching aids, computers, laboratory and scientific equipment for instructional purposes;
- — one-time installation costs such as cabling for microcomputer laboratories;
- — directly related renovation and alteration costs to reconfigure or adapt the existing physical plant to accommodate the new equipment; and
- — the cost of purchasing supplies related to the new equipment such as computer software.

Library Enhancement
- — the costs of purchasing library reference materials and equipment;
- — the cost of shelving the new books and periodicals;
- — the cost of cataloguing new acquisitions; and
- — the cost of renovations and alterations directly related to adapting the physical plant to provide access to these acquisitions.

In their submissions to Council, some institutions suggested that the on-going operating costs associated with these enhancements should also be eligible for funding from this component of the Fund. Council believes that it would be inappropriate for these expenses to be funded by the University Excellence Fund. The recurring nature of such costs requires a financial commitment from the institutions that they must be prepared to accept at the outset.

It is Council's opinion that *for accountability purposes, both "pre-audit" and "post-audit" evaluations are required.* Prior to the allocation of grants, institutions should be required to submit to the Minister an outline of the proposed uses of their allocation under this component of the Fund. The submission should be broad in nature, project-oriented (rather than line-by-line), and should outline the types of expenditures to be undertaken, confirm that the expenditures meet the eligibility criteria, and indicate the anticipated impact on enhancing the quality of instruction. Such submissions should allow the Minister to verify that the expenditures meet the eligibility criteria, and to assess the effectiveness of the Fund at an early date. The institutions' actions will in effect help to reinforce the case for future funding.

Council feels that a minimum of follow-up should be required for this portion of the Fund. Any institution whose 1986-87 operating expenditures on library acquisitions, equipment and furniture (as indicated by COFO-UO reports) exceed its average for the past four years (adjusted by increases in operating grants) and net of special grants, should not be required to submit further accounting of expenditures. Any institution

which does not meet this criterion should be expected to submit whatever information the Minister considers necessary to satisfy the need for accountability of public funds.

Research Leadership

The Minister indicated to the Chairman of Council that:

> The RESEARCH LEADERSHIP component of the fund will provide $15,000,000 in 1986-87 to enhance the research resources of the universities. It will be used to assist in the acquisition of research equipment, specialized experimental facilities and highly skilled technical and professional research support staff. In recognition of the current research specialization and strengths within the system, a university's entitlement should reflect its current level of sponsored research activity.
>
> I would appreciate receiving the council's advice with respect to an appropriate formula, which reflects sponsored research activities, for determining each university's entitlement. I would also request the council's advice on how universities should report on the utilization of resources provided pursuant to this component of the fund.[3]

Council also received from COU and various institutions a wide variety of suggestions on the appropriate allocative mechanism for the Research Leadership component of the Fund. Council has reviewed these submissions in the light of the Minister's stated desire that the distributive mechanism should reflect current levels of sponsored research activity. COU has recommended to Council that for 1986-87 this component of the Fund be allocated by use of a formula based on each institution's cumulative record of research grants over the past three years from the three major federal research granting agencies — the Social Sciences and Humanities Research Council (SSHRC), the Medical Research Council (MRC) and the Natural Sciences and Engineering Research Council (NSERC). Some of the institutional submissions received by Council suggest that the COU recommended mechanism is lacking in some way and propose alternatives to overcome these deficiencies. The criticisms include: not enough recognition of health sciences related sponsored research, too much health sciences weighting, insufficient recognition of social science and humanities research, insufficient provision for smaller institutions, and not enough breadth in coverage of existing sponsored research expenditures.

Council recognizes that by using only the sponsored research funding of NSERC, SSHRC and MRC the sponsored research funded by other agencies of governments, private foundations and corporations is ignored. However, Council agrees with COU that the sponsored research grants from the major federal granting agencies are the best basis for this allocation. Their chief virtue is that they implicitly incorporate an element of quality appraisal by virtue of their highly respected and widely recognized peer-adjudicated review systems. Council also acknowledges that there are some shortcomings with this approach, however, for 1986-87, Council believes that this allocative mechanism will provide an equitable allocation of research funds and have the greatest possible impact on improving research quality. Therefore, Council *recommends that the Research Leadership component of the University Excellence Fund be allocated according to each institution's share of the aggregate of peer-adjudicated research grants allocated by NSERC, MRC and SSHRC for the years 1982-83, 1983-84 and 1984-85.*

The Minister indicated that grants allocated under this component of the Fund will be used to *assist in the acquisition of research equipment, specialized experimental facilities and highly skilled technical and professional research support staff.* Council

3. *Ibid.*, p. 3.

believes that this provides for relatively flexible use of these funds and is consistent with the concerns outlined above and, therefore, does not see the need for additional criteria.

Similar to the approach under the Library Enhancement and Student Equipment component of the Fund, a *two-staged reporting approach should be required*. Prior to the allocation of grants, institutions should submit a broad outline which indicates where they plan to spend their grant and how they anticipate it will enhance the research resources of the institution and improve the quality of research. Unlike the Library Enhancement and Student Equipment component of the Fund where Council foresees no problems being encountered by institutions in spending their allocated funds by the end of the fiscal year, universities may not be able to make the best use of all the resources allocated under this component of the Fund during the year 1986-87. There may be problems with overlapping contract years for highly skilled technical and professional research support staff hired. Universities should indicate prior to receipt of the grants if they foresee any need to delay expenditures beyond 1986-87 into the next fiscal year.

The universities receiving grants under this component of the Fund should be expected to submit whatever information the Minister considers necessary to satisfy the need for accountability of public funds. Such reporting requirements should be designed to verify that actual expenditures followed closely the plans indicated on the initial grant submission.

In its brief to Council, COU suggested that research leadership cannot effectively be addressed by one-time expenditures and that a multi-year commitment is necessary. Council concurs with this viewpoint. It is difficult to provide any meaningful impact on research quality with a one-time program. It will be difficult to attract and retain highly qualified technical and professional support staff with a short-term program. Research improvement requires a sustained initiative over several years.

Faculty Renewal

The Minister indicated to the Chairman of Council that:

> The FACULTY RENEWAL component of the fund has been established in recognition of the need for an infusion of new younger faculty into our institutions. The government has allocated $10 million for this program in 1986-87. The introduction of new faculty should improve the percentage of women faculty while at the same time, increase the opportunities for young Canadian scholars. I am asking the council to advise on the structure and duration of the program.[4]

In Council's view, the most critical aspect of the Faculty Renewal component of the Fund is its duration. True faculty renewal cannot be undertaken under a one-year program. A single-year program cannot effectively address the need identified by the Minister for an infusion of new young faculty and an improvement in the proportion of women faculty in Ontario universities. For a Faculty Renewal program to be effective it must support the commitment to future employment made to new faculty appointed in 1986-87. Supporting salaries for only one year may exacerbate faculty problems, leaving institutions and individual faculty members in the difficult position of having no income to support their continued employment.

To have any meaningful impact in providing opportunities for new young scholars and women faculty a Faculty Renewal program must, in part, be looked upon as a bridging program providing funds to support additional faculty until their appointments become self-financing through the retirements of senior faculty. To achieve the objectives outlined by the Minister, a five-year commitment should be provided. Institutions should

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4. *Ibid.*, p. 3.

be expected to have made appropriate adjustments to operating expenditures to assume the costs of these faculty through their normal operating revenue by the end of this period. This five-year commitment relates only to the maintenance of 1986-87 appointments and, if further appointments are to be undertaken to meet the Minister's goals, additional commitments of funding with similar five-year time spans are required.

While Council *recommends that funding of the Faculty Renewal component be committed for a period of five years,* it recognizes that, at the present time, there is a commitment only for 1986-87. Recommendations on the structure of the program must be made in light of this situation.

With these considerations in mind, Council has reviewed a number of distributive mechanisms suggested by COU and several institutions. The main point of departure for most of these submissions was the use of either the number of full-time faculty in the academic ranks of each institution, or the salaries and wages paid faculty as the basis for allocation. Council favours a distribution based on faculty numbers, rather than on the salary levels paid these faculty. It believes that the need for faculty renewal is not correlated with the salary level of faculty, but rather in relation to the size of the faculty complement found in each institution. Therefore, Council *recommends that for 1986-87 the Faculty Renewal component of the University Excellence Fund be distributed on the basis of the average number of regular full-time faculty employed at each institution for the years 1982-83, 1983-84 and 1984-85*.

If additional commitments are made to repeat the program in subsequent years, Council believes that the method of allocation should be reviewed. A different basis for distribution may be able to enhance the longer-term effectiveness of the program. However, for the current $10 million commitment, the gains from such an approach would likely be marginal and the related administrative costs substantial.

As indicated above, Council believes that the objective of increasing the number of new younger faculty and increasing the proportion of women faculty is too narrowly focused. The faculty renewal needs of each institution vary considerably. For an institution to receive maximum benefit from this component of the Fund, and for Government to achieve the maximum impact on the quality of instruction and research at each institution, the concept of faculty renewal should be more broadly defined.

Council *recommends that the following expenditures should be eligible for support under the Faculty Renewal component of the University Excellence Fund:*

- — hiring currently untenured, new younger faculty and women faculty;
- — transfering existing faculty on part-time and limited-term appointments to full-time tenure-track appointments;
- — altering the existing faculty complement through buy-out arrangements or early retirements to replace senior faculty with new appointments; and
- — providing for professional development and upgrading in addition to that normally undertaken by the institution involved.

If Government makes a multi-year commitment to support the hiring of new younger faculty and women faculty, then Council foresees little need for significantly extending the eligible time-period for expenditures of these grants beyond the 1986-87 fiscal year. It will likely have to be extended by only a few months to match contract years. However, if there is no multi-year commitment forthcoming, a provision for greater flexibility in the time-frame for spending these grants is necessary. Council must reiterate its concern that the impact of a faculty renewal fund is severely diminished if it does not include a multi-year commitment. The number of hirings and the subsequent impact on the uneven distribution of faculty ages and the underrepresentation of women faculty will be curtailed.

In the event that multi-year funding commitments are not confirmed, Council *recommends that institutions be allocated their entitlements in 1986-87 and be allowed to extend the spending of these grants into subsequent years*. Institutions should set up a designated fund for faculty renewal in 1986-87. They should be allowed to draw from that fund for two years for payment of specified faculty buy-outs, early retirements

or faculty development. In addition, institutions should be allowed to draw from that fund for up to five years for payment of salaries for new young faculty, new women faculty and faculty transferred from part-time and limited-term appointments to tenure-track appointments. In this way, the institutions' risk in taking on commitments they cannot afford will be substantially reduced and they will be able to make a meaningful commitment to the newly hired faculty. If funds become available in subsequent years that are not part of a multi-year commitment they should be treated in the same manner. Commitments incurred in the initial year of the new infusion of funding should be supported by those funds in subsequent years (to the limits indicated above).

Under such an approach, safeguards for the accountability of public funds will be very important. Council *recommends that each institution be required to establish a separate identifiable fund for the grants allocated*. Prior to the allocation of grants in 1986-87, institutions must indicate to the Minister the type, size and time-frame or cash-flow of their planned expenditures in each year. This would include, for example, an indication of the number of new faculty hired and the salary and benefits expenditures planned for each of the five years eligible under this program. Similarly, planned expenditures on faculty buy-outs, early retirements and faculty development would be outlined for each year of expenditure. Institutions will be expected to have used their entire entitlement (including accumulated interest) for faculty renewal by the end of the five-year period.

As a second phase in the accountability process, each institution should be required to report to the Minister at the end of each fiscal year on the expenditures made from its special Faculty Renewal Fund. These expenditures should closely mirror those planned at the outset of the program in 1986-87 and deviations should be justified.

Conclusion

Council believes that with the approach and the safeguards outlined above, the University Excellence Fund can be an important first step in having a meaningful impact on the quality of instruction and research in Ontario universities.

Accordingly, Council *recommends to the Minister:*

OCUA 85-25
UNIVERSITY EXCELLENCE FUND

THAT the University Excellence Fund be structured in accordance with the considerations set out in this Memorandum.

Table I indicates the allocation of grants by institution based on the recommendations contained in this memorandum.

M. Paikin
Chairman

January 24, 1986

Table I

Distribution of Grants Generated by Recommendations in Advisory Memorandum 85-VII
University Excellence Fund

	Library Enhancement and Student Equipment		Research Leadership		Faculty Renewal	
	($ 000)	Proportion of Fund	($ 000)	Proportion of Fund	($ 000)	Proportion of Fund
BROCK	608	2.4%	94	0.6%	183	1.8%
CARLETON	1,297	5.2%	577	3.8%	475	4.8%
GUELPH	1,436	5.7%	1,003	6.7%	595	5.9%
LAKEHEAD	435	1.7%	93	0.6%	196	2.0%
LAURENTIAN	439	1.8%	47	0.3%	213	2.1%
ALGOMA	21	0.1%	0	0.0%	19*	0.2%
LAURENTIAN (ALGOMA)	16*	0.1%	0	0.0%	0	0.0%
NIPISSING	73	0.3%	0	0.0%	30	0.3%
LAURENTIAN (NIPISSING)	30	0.1%	0	0.0%	0	0.0%
HEARST	4*	0.0%	0	0.0%	8*	0.1%
LAURENTIAN (HEARST)	7*	0.0%	0	0.0%	0	0.0%
McMASTER	1,551	6.2%	1,736	11.6%	745	7.4%
OTTAWA	1,904	7.6%	875	5.8%	798	8.0%
QUEEN'S	1,659	6.6%	1,259	8.4%	720	7.2%
TORONTO	5,103	20.4%	5,360	35.7%	2,088	20.9%
TRENT	326	1.3%	58	0.4%	139	1.4%
WATERLOO	1,921	7.7%	1,406	9.4%	627	6.3%
WESTERN	2,457	9.8%	1,638	10.9%	1,140	11.4%
WILFRID LAURIER	555	2.2%	26	0.2%	177	1.8%
WINDSOR	960	3.8%	278	1.9%	387	3.9%
YORK	2,674	10.7%	493	3.3%	807	8.1%
OISE	306	1.2%	57	0.4%	107	1.1%
RYERSON	1,045	4.2%	N/A	N/A	504	5.0%
OCA**	168	0.7%	0	0.0%	23	0.2%
DOMINICAN	5*	0.0%	0	0.0%	19*	0.2%
TOTAL	25,000	100.0%	15,000	100.0%	10,000	100.0%

* This amount may be combined with another component of the Excellence Fund.

**Due to the unavailability of 1985-86 enrolment data for OCA the institution's 1984-85 BIU's are used to calculate its proportion of the Library Enhancement and Student Equipment Fund.

NOTE: Library Enhancement and Student Equipment allocations are calculated using preliminary 1985-86 BIU data. Final BIU counts may alter grant amounts slightly.

85-VIII The Allocation of the Government's Operating Support for the University System in 1986-87

The Minister of Colleges and Universities informed Council on October 25, 1985 that, for 1986-87, a maximum of $1,293.76 million in operating grants will be made available for the university system. Of this amount, $1,288.47 million is available for Council's basic funding objectives and the grant-in-aid for the Bar Admission Course. The final $5.29 million is retained by the Ministry of Colleges and Universities for line budget items. At the same time, the Minister provided further details about the University Excellence Fund announced to the Legislature on October 17, 1985, which makes available $25 million for Library Enhancement and Instructional Equipment, $15 million for Research Leadership and $10 million for Faculty Renewal (see Advisory Memorandum 85-VII for Council's advice concerning the allocation of the University Excellence Fund).

In addition to the operating grants and University Excellence Fund announcements, the Minister announced that "formula fee rates for all students in Ontario universities, Ryerson Polytechnical Institute, the Ontario College of Art, and related institutions will increase by only 4% in 1986-87".[1] These policies apply to both domestic and visa students. By applying the increase in formula fee rates to Council's estimate of 1986-87 total student enrolment (an estimated 0.5% decrease as indicated in Advisory Memorandum 85-IV), an estimated $10.0 million in additional formula fee revenue is yielded.

Based on the above estimate of the increase in formula fee revenue and the estimated 0.5% decrease in enrolment, total grant and fee revenue accruing to the university system in 1986-87 is expected to be $1,611.9 million. This represents a 3.9% or $60.5 million increase over 1985-86.The estimated total revenue available for Council's basic funding objectives in 1986-87, including the $1,288.47 million in operating grants designated for this purpose and the estimated $10.0 million from the formula fee rate increase, falls $74.3 million short of Council's basic funding objectives. The estimated total revenue available to the university system in 1986-87 for operating expenditures for which Council makes recommendations, including the $25 million Library Enhancement and Student Equipment component of the University Excellence Fund, falls $60.1 million short of Council's total recommendation for operating support of $1,754.3 million ($1,743.5 million for basic funding objectives; $0.8 million for the grant-in-aid for the Bar Admission Course; and $10.0 million for quality restoration of equipment and library). The shortfall cannot help but continue the deterioration in quality and services provided.

The Minister also announced that Government had rejected the allocation mechanism proposed by the Commission on the Future Development of the Universities of Ontario and asked for Council's advice on the appropriate allocative mechanism for 1986-87. At the same time he requested Council's advice on the long-term solution to the formula issue. After receiving submissions from several institutions, the Chairman of Council wrote to the Minister indicating Council's belief that it was neither possible nor prudent to put a new long-term formula in place for 1986-87, and that it was important to indicate the formula allocation mechanism to be used for 1986-87 as soon as possible in order to help facilitate the budgetary process at each institution. The Chairman then indicated:

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1. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. M. Paikin, October 25, 1985.

> Council, therefore, recommends that the interim operating grants formula in place for 1984-85 and 1985-86 continue for 1986-87, but that it be modified to reduce the dispersion in grant increase and provide each institution with a minimum 3.5% operating grant increase. This should be achieved by reducing the operating grant increases of those institutions receiving more than a 4% increase in grants under the current interim formula and increasing the operating grant increase for those institutions which receive less than a 3.5% increase to the 3.5% level. In effect, this approach leaves those institutions whose grants increase between 3.5% and 4.0% unaffected by the floor adjustment.[2]

The Minister responded on December 10, 1985, stating:

> I am pleased to inform you that I have accepted the advice of the Council concerning an interim formula for the distribution of 1986-87 operating grants, as contained in your letter of November 27, 1985.[3]

Council provides further details on the 1986-87 operating grants allocative mechanism below.

In this memorandum, Council presents its advice on the distribution of the $1,288.47 million that has been made available for Council's 1986-87 operating grant allocation. This advice includes recommendations on the allocation of differentiation grants, Northern Ontario grants, bilingualism grants, grant-in-aid for the Bar Admission course, and a provision for final enrolment adjustment. It also contains advice on the distribution of the funds remaining after the above allocations according to the formula as announced by the Minister on December 10, 1985.

Differentiation Grants

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so. Trent University is the only institution to have received a differentiation grant. Over the past four years, Trent has been awarded differentiation grants: in recognition of its continued efforts to solidify its differentiated role as the only institution in the Ontario university system engaged almost exclusively in undergraduate Arts and Science education; in approval of its realignment of its limited graduate offerings to complement its academic strengths; and in acknowledgement of its improved management of resources and expenditures.

In its most recent progress report to Council, Trent demonstrated to Council's satisfaction continuing implementation of the fiscal principles which it has adopted with regard to deficit reduction. Council believes that Trent can eliminate its cumulative operating fund deficit in 1986-87 and wishes to indicate to Trent that it expects the university to do so. Trent's ongoing progress towards consolidating its role as a predominantly undergraduate liberal Arts and Science university continues to meet with Council's approval. Council notes that Trent will have successfully phased out enrolments in its master's programs in Physics, Chemistry and History by the end of 1985-86.

Council wishes to reaffirm its position that the recommended level of any future differentiation grant be determined as a result of a review of the existing circumstances of an institution.

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2. Letter from Mrs. M. Paikin to the Honourable G. Sorbara, Minister of Colleges and Universities, November 27, 1985, p. 2.
3. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. M. Paikin, December 10, 1985.

Accordingly, Council *recommends to the Minister:*

OCUA 85-26
DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1986-87

THAT a differentiation grant of $1,500,000 be made to Trent University in 1986-87.

Northern Ontario Grants

For 1986-87, the value of the Northern Ontario grants for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, is calculated according to the "mini-formulae" outlined in Advisory Memorandum 75-VII. On the basis of those formulae, each grant is determined with reference to the prior year's Basic Operating Income of each institution. Accordingly, Council *recommends to the Minister:*

OCUA 85-27
NORTHERN ONTARIO GRANTS 1986-87

THAT Northern Ontario grants in 1986-87 be made in the following amounts:

Lakehead	$2,598,000
Laurentian	2,498,000
Algoma	226,000
Laurentian (Algoma)	41,000
Nipissing	478,000
Laurentian (Nipissing)	84,000
Hearst	115,000
Laurentian (Hearst)	48,000

Bilingualism Grants

In Advisory Memorandum 83-IX, Council documented the incremental costs of existing bilingualism programs using 1981-82 cost data. On the basis of the study's findings, the level and distribution of bilingualism grants were adjusted in 1984-85 to reflect more accurately the incremental costs of bilingualism. It remains Council's intention that the distribution among institutions of the 1981-82 costs of bilingualism should form the basis for bilingualism grant allocation for a four to six year period.

For 1986-87, the total funds available for distribution are equal to the total of the previous year's grants increased by the percentage increase in total university system operating grants (4.0%). These grants are to be allocated according to the incidence of incremental bilingualism costs, as identified in Advisory Memorandum 83-IX.

Accordingly, Council *recommends to the Minister:*

OCUA 85-28
BILINGUALISM GRANTS 1986-87

THAT bilingualism grants in 1985-86 be made in the following amounts:

Ottawa	$10,815,000
Laurentian	2,201,000
Glendon	909,000
Hearst	115,000
Sudbury	140,000
St. Paul	904,000

Bar Admission Course

In recent years, Council has recommended that the grant-in-aid for the Bar Admission Course be increased by the same percentage as that accorded the university system as a whole. Council continues to apply this policy for 1986-87 and proposes that the grant-in-aid for the Bar Admission Course be increased by 4.0%. Council accordingly *recommends to the Minister:*

OCUA 85-29
GRANT TO THE LAW SOCIETY OF UPPER CANADA ON BEHALF OF THE BAR ADMISSION COURSE 1986-87

THAT a grant of $794,000 be made available to the Law Society of Upper Canada for support of the Bar Admission Course in 1986-87.

Basic Income Unit Value

Of the $1,288.47 million available for distribution in 1986-87, Council has recommended that $23.466 million be made available for Northern Ontario, bilingualism, and differentiation grants, and for the grant-in-aid for the Bar Admission Course. In addition to these deductions, shown in Table I, $1.551 million has been set aside by Council as the provision for final enrolment and floor adjustment. In addition to offsetting any discrepancy between the estimated weighted enrolment for 1985-86 and the final enrolment figures, it is intended to be used for special grants to ensure that the operating grant increases of institutions which contribute to the floor provision do not fall below 4%. The amount remaining for distribution by formula is $1,263,453 million. It should be noted that the unused portion of the provision for final enrolment adjustment will also be distributed according to the allocation formula announced by the Minister on December 10, 1985.

Table I

Availability of Funds for Distribution as Formula Grants for 1986-87

Available for Council's Allocative Recommendation		$1,288,470,000
Deduct:		
Northern Ontario Grants	$6,088,000	
Bilingualism Grants	15,084,000	
Differentiation Grants	1,500,000	
Bar Admission Course	794,000	
Sub-Total	23,466,000	
Provision for final enrolment adjustment	1,551,000	
Available for distribution as Formula Grants		$1,263,453,000

Two-thirds of the 1986-87 formula grants are to be distributed according to the "old formula" and one-third of the formula grants are to be allocated according to the "new formula" announced by the Minister of Colleges and Universities in December, 1983.[4] This has been accomplished by calculating the distribution for the entire $1,263.453 million in formula grants twice, according to each of the formulae. The resulting two formula grant figures for each institution (one calculated under the "old formula" and the other calculated under the "new formula") have been multiplied by their respective share of total formula grants (two-thirds and one-third) and added together to arrive at each institution's formula grant.

4. See Ministry of Colleges and Universities, *Operating Formula Manual*, September, 1984, pp. 27-32 for a description of the formula.

Under the "old formula", the value of the undergraduate Basic Income Unit (BIU) is $4,309 and the graduate BIU value is $4,203. The undergraduate allocation is calculated in accordance with the undergraduate funding formula established in Advisory Memorandum 75-VII. The graduate BIU allocation is calculated according to the method specified in Advisory Memorandum 78-III.

Under the new formula, the value of the Base BIU is $3,312 and the Moving-Average BIU value is $1,006. The base allocation and moving-average allocation are calculated in accordance with the new formula described in the *Operating Formula Manual*.

As noted above, a floor provision has been included for 1986-87. If an institution's total formula grants and non-formula grants, excluding the redistributed visa student fees, increase by less than 3.5% over their 1985-86 level, its 1986-87 formula grants are adjusted upwards to the 3.5% level. Such adjustments are funded by reducing the formula grant allocation to institutions receiving an increase in operating grants in 1986-87 of greater than 4%. Each of these institution's contributions to the floor provision is proportional to its total formula grants for 1986-87. However, an institution which contributes to the floor provision will not have its total formula and non-formula grants reduced below the 4% increase level. The results of the formula calculation and floor adjustments are found under the Formula Grants columns of Table II.

Accordingly, Council *recommends to the Minister:*

OCUA 85-30
GRADUATE AND UNDERGRADUATE BIU VALUES UNDER THE "OLD FORMULA" FOR 1986-87

THAT for 1986-87, the graduate BIU value be not less than $4,203 and the undergraduate BIU value be not less than $4,309.

OCUA 85-31
BASE AND MOVING-AVERAGE BIU VALUES UNDER THE "NEW FORMULA" FOR 1986-87

THAT for 1986-87, the base BIU value be not less than $3,312 and the moving average BIU value be not less than $1,006.

Table II summarizes the distribution of grants based on the recommendations contained in this memorandum. It documents, by institution, the formula and non-formula grants recommended by Council for 1986-87, along with the grant totals for 1985-86 and the percentage increases in grants between the two years.

M. Paikin
Chairman

January 24, 1986

Table II

Distribution of Grants for 1986-87 Generated by Recommendations in Advisory Memorandum 85-VIII

($000)

University	Formula Grants	Northern Ontario Grants	Bilingualism Grants	Differentiation Grants	Special Grants & Final Enrolment Adjustment	Total Grants Recommended	1985-86 Total Grants	% Change
BROCK	24,700					24,700	23,420	5.5
CARLETON	62,915					62,915	60,284	4.4
GUELPH	76,378					76,378	73,595	3.8
LAKEHEAD	20,169	2,598				22,767	21,878	4.1
LAURENTIAN	19,168	2,498	2,341			24,007	22,937	4.7
ALGOMA	1,439	226				1,665	1,593	4.5
LAURENTIAN (ALGOMA)	328	41				369	314	17.5
NIPISSING	3,368	478				3,846	3,716	3.5
LAURENTIAN (NIPISSING)	658	84				742	627	18.3
HEARST	350	115	115			580	557	4.1
LAURENTIAN (HEARST)	214	48				262	247	6.1
McMASTER	83,045					83,045	80,201	3.5
OTTAWA	95,533		11,719			107,252	103,127	4.0
QUEEN'S	86,594					86,594	83,666	3.5
TORONTO	276,424					276,424	267,076	3.5
TRENT	13,443			1,500		14,943	14,167	5.5
WATERLOO	97,233					97,233	93,783	3.7
WESTERN	129,997					129,997	125,601	3.5
WILFRID LAURIER	25,027					25,027	24,123	3.7
WINDSOR	53,783					53,783	51,964	3.5
YORK	113,003		909			113,912	108,589	4.9
OISE	17,069					17,069	16,426	3.9
RYERSON	54,681					54,681	52,783	3.6
OCA	7,815					7,815	7,551	3.5
DOMINICAN	119					119	115	3.5
TOTAL	1,263,453	6,088	15,084	1,500	0	1,286,125	1,238,340	3.9
BAR ADMISSION					794			
FINAL ENROLMENT & FLOOR ADJUSTMENT					1,551			

NOTES: 1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institution.
2. Bilingualism grants for affiliated institutions are included with the parent institutions.
3. The 1985-86 grants use MCU initial formula operating grant calculations released June 6, 1985.
4. The BIUs for six programs approved for funding for 1986-87 were not available. These must be included [illegible]

85-IX Compulsory Ancillary Fees

As a result of Council's Advisory Memoranda 82-XII and 84-I and the responses by the Minister of Colleges and Universities to these memoranda, Council was asked to monitor the application of compulsory ancillary fees charged by the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario College of Art and Dominican College.[1] In the following memorandum Council reviews its previous advice on compulsory ancillary fees, reports on the most recent findings resulting from its monitoring role and recommends a new approach which involves restrictions on compulsory ancillary fees.

Background

The Minister of Colleges and Universities wrote to the Chairman of Council on May 5, 1982, to raise concerns about ancillary fees and suggested that "the time may have come for the government to take direct action with respect to compulsory ancillary fees charged by the universities".[2] The Minister requested Council's advice regarding the appropriate government position in this area. Council responded in Advisory Memorandum 82-XII with an examination of the need for additional constraints on compulsory ancillary fees and the matter of an appropriate Ontario Student Assistance Program (OSAP) policy with regard to such fees.

During its deliberations Council examined the results of a survey conducted by the Council of Ontario Universities (COU) with respect to compulsory ancillary fees at each institution. In its report, COU categorized ancillary fees as either general or program-specific.[3] The data provided Council with a representative view of both the level of fees and types of fees. Council's view of the situation at the time was that the levels of ancillary fees were *not unreasonable* and, therefore, it was inappropriate to impose policy restraints in this area. However, Council shared Government's growing concern that ancillary fees might have a critical impact on accessibility and expressed its willingness to:

> Monitor the situation carefully in order to ensure that no significant change in either the type or level of ancillary fees occurs without there being an opportunity for the consideration of possible changes to existing Government policy.[4]

Council was particularly concerned that the total level of fees (both tuition and ancillary) borne by students should neither be unreasonable nor vary dramatically among institutions and went on to state that:

> If it appears that the total fee burden carried by students is at or near an "unreasonable" level, then Government should implement policy restraints on the level of ancillary fees charged by the institutions. In other words, if ancillary fees are going to have a negative impact on accessibility then they should be controlled.[5]

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1. Compulsory ancillary fees are those fees "imposed or administered by a given institution or one of its constituent parts, in addition to regular tuition fees, which a student is required to pay upon registration or in order to fulfill the requirements of the academic program in which he or she is registered".
   Council of Ontario Universities, *Incidental Fees*, August 25, 1982, p. 1.
2. Letter from the Honourable B. Stephenson to Dr. B. C. Matthews, May 5, 1982, pp. 2-3.
3. "General ancillary fees" are those service and activity-related fees charged to all full-time undergraduate students regardless of their programs of study. "Program-specific ancillary fees" are those instruction-related fees charged only to students enrolled in specific programs. One-time only fees (such as convocation or thesis-binding) and penalty and user fees (such as late registration or transcripts, respectively) were omitted either because they are not compulsory or are relatively insignificant in cost.
4. Ontario Council on University Affairs, *Ninth Annual Report*, 1982-1983, p. 137.
5. *Ibid.*, p. 134.

Council also raised concerns about ancillary fees being used as "back-door" tuition fees to cover costs that normally would fall under "ordinary operating expenses" (i.e., costs associated with instruction, non-sponsored research, academic support services, administration and physical plant maintenance). While noting that most ancillary fees charged by the institutions represented charges for costs which were not part of their normal operating expenditures there remained a "grey area" involving ancillary fees which "infringed upon the territory ordinarily occupied by the tuition fees"[6]. Council considered ancillary fees which constituted alternative forms of tuition fees to be unacceptable.

With respect to compulsory ancillary fees and OSAP, it was Council's view that there was no reason to alter the existing policy which ensured that all compulsory ancillary fees charged by the institutions should be eligible for support under the program.

By letter of June 8, 1983 to the Chairman of Council, the Minister accepted the advice contained in Advisory Memorandum 82-XII. The Minister further indicated continuing concern about the level of ancillary fees and asked that Council:

> . . . proceed immediately to establish a data collection and monitoring system . . . [and] work towards the determination of an identifiable point at which the 'unreasonable' fee level criterion identified in the Advisory Memorandum [82-XII] comes into play.[7]

In Advisory Memorandum 84-I Council addressed the Minister's concern of identifying an "unreasonable" level of compulsory ancillary fees by setting out the context in which ancillary fees may be judged to be reasonable or unreasonable. This was guided by three basic principles:

i) compulsory ancillary fees should not be allowed to rise to a level which impedes accessibility;
ii) compulsory ancillary fees should not pay for costs traditionally covered by general tuition fees; and
iii) compulsory ancillary fees should reflect the costs of goods and services provided.

The first two principles represented positions first put forward by Council in Advisory Memorandum 82-XII: namely, that Government's concern for accessibility as demonstrated by its control of tuition fee levels also pertains to compulsory ancillary fee levels; and that "back-door" tuition fees in the guise of compulsory ancillary fees are unacceptable. The third principle states that ancillary fees should not be used as a way of generating extra general revenue for the institutions. Council proposed to review compulsory ancillary fees annually and use the three principles as a guideline for evaluation.

In its review of compulsory ancillary fees in Advisory Memorandum 84-I Council examined the 1983-84 ancillary fee survey results provided by COU and compared them with data reported in 1982-83. The results of this examination indicated that no significant increase in the number and level of fees had occurred over the previous year and that, in general, ancillary fees assessed by the institutions appeared in programs and departments where they had traditionally been charged. As a result of its analysis of the 1983-84 ancillary fee data it was Council's view that the three principles underlying ancillary fees were being upheld by the institutions. Council concluded that insufficient grounds existed to exercise additional controls over ancillary fees and that the institutions should be allowed to continue determining the application and level of these fees.

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6. *Ibid.*, p. 133.
7. Letter from the Honourable B. Stephenson to Dr. B. C. Matthews, June 8, 1983, p. 1.

In addition to its proposed annual review of compulsory ancillary fees, Council urged the institutions to continue the practice of consulting with students regarding new fees and changes in the levels of existing fees.

Council also recommended that compulsory ancillary fees continue to be eligible for OSAP support. It remained Council's position that the policy did not entail substantial payments relating to ancillary fees particularly when one considered the added burden which low-income students would face if certain ancillary fees or portions thereof were declared ineligible for coverage by the Ministry.

In a letter of October 3, 1984, to the Chairman of Council, the Minister accepted the advice contained in Advisory Memorandum 84-I, and stated that:

> I remain concerned, however, about the application of both general and program specific ancillary fees across the university system. In addition to Cabinet's longstanding concern about the impact of these fees on the provincial policy of accessibility, I would be concerned if some ancillary fees are used to cover costs traditionally covered by income from Operating Grants and Tuition Fees. I am also concerned that students in similar programs at different universities should not face dramatically different ancillary fees.[8]

Council was asked to continue monitoring ancillary fees with reference to the principles contained in Advisory Memorandum 84-I. The findings resulting from Council's most recent review of compulsory ancillary fees are outlined below.

Results of Monitoring Process

During the past year, in carrying out its monitoring responsibility, Council had its survey of ancillary fees updated. The results of this survey are found in Appendix A. While the 1985-86 data indicate that these fees have increased both in number and level, two new compulsory ancillary fees which have been introduced this year are of particular concern to Council. In the Fall of 1985 the University of Waterloo and Ryerson Polytechnical Institute introduced new computer fees. Council asked Waterloo and Ryerson to provide information regarding the level of fees to be charged, the specific costs which are to be covered and the estimated revenue to be generated during 1985-86 by the introduction of these new fees.

The compulsory computer service fee at the University of Waterloo was implemented without student assent in the Fall of 1985. The computer fee is levied, in varying amounts, on all students whether or not they utilize the institution's computer facilities. The first portion is referred to as a Base Fee and, according to the university, is intended to "partially recover the computing expenses being sustained for instructional computing for full-time undergradautes"[9]. The Base Fee involves a mandatory charge to all full-time undergraduate students of between $28 and $70 per term depending on the faculty. Waterloo expects to recover approximately $1 million from the Base Fee portion in 1985-86. The second component of the fee is referred to as an Enhancement Fee and is assessed to all registered students. The proceeds from the enhancement portion are to be used "by the Dean of each faculty to provide enhancement of the computing environment"[10]. According to the university, planned improvements include new microcomputer labs, extensions of existing labs and additional support for existing computer services. All students will pay an enhancement fee of between $10 and $40 per term with the precise amount varying according to faculty and whether the student is studying on a full or part-time basis. The university anticipates raising approximately $430,000 from the Enhancement Fee. As a result of these new fees, full-time undergraduate Arts students, for example, will pay an additional $40 per term or $80 for the year. Mathematics and Engineering undergraduate students

8. Letter from the Honourable B. Stephenson to Mrs. M. Paikin, October 3, 1984.
9. Letter from Dr. D. Wright to Mrs. M. Paikin, July 25, 1985, p. 1.
10. *Ibid.*, p. 2

who study on a full-time basis will be charged an additional $100 per term or $200 for the 1985-86 school year.

Ryerson Polytechnical Institute introduced computing laboratory fees in the Fall term of 1985. Unlike the Waterloo computer service fee, which is assessed "across-the-board" to all registered students, the Ryerson fee is charged only to students who are registered in a computer course. The fee level is set for 1985-86 at $25 per computer course per term to a maximum of $50 per term per student. The revenue generated by this new fee will be used "to purchase consumables such as paper and printer supplies, to partially support academic software licensing fees, and to provide student advisory services"[11]. The computing laboratory fee is expected to generate approximately $250,000 at Ryerson in 1985-86.

Given the unique and changing circumstances in the area of the provision of student computing capability, Council included the subject of "Student Computing Costs" as one of the topics for discussion during its 1985 Fall Hearings. Council felt it was important to explore the problems of student computing costs generally before dealing specifically with computer-related ancillary fees. Council found the discussions to be extremely helpful in furthering its understanding of the constraints which face institutions as they attempt to provide a satisfactory computing environment for their students.

Institutions were asked to explain their own particular approaches to covering the costs associated with providing adequate computing facilities for their students and to outline any future plans in this regard. Council learned that, while most institutions presently cover all of their associated computing costs through existing operating grant and tuition fee income, some institutions have implemented various strategies for covering costs and providing students with better access to computer resources.

One approach followed by several institutions (McMaster, Queen's, Guelph) has been to encourage students in particular fields of study to purchase their own microcomputers. In some instances, institutions have negotiated arrangements with large computing companies in order to reduce the costs of such equipment. Council sees a great deal of benefit to be derived by students from the increased access to computers which these arrangements provide. However, Council is concerned about the impact on accessibility which will result from this approach should students, who are unable to afford the purchase of a microcomputer, be unable to study in certain programs. Institutions should be expected to provide a reasonable level of computing services for students who are either unwilling or unable to take advantage of these special purchase arrangements, and such students should not be unduly disadvantaged in their studies as a result. Institutions should not pass on the cost of academic computing to the student as a replacement for their obligation to provide adequate computing services as part of their normal operating expenditures.

A different strategy adopted by several institutions in order to assist in covering computing costs has been to charge computer-related ancillary fees to students. Council holds similar concerns about computer fees and the potential impact which this approach could have on accessibility. Council is aware that Brock, Carleton, Laurentian, Ottawa, Toronto, Western and York are currently charging relatively modest computer-related fees. Council's concern in this area has heightened considerably as a result of the levels of the computer fees recently introduced at Waterloo and Ryerson.

It is Council's view that the new computer fees introduced at Waterloo and Ryerson in particular are clearly being used to pay for normal operating costs and are therefore tuition fees. The size of the fees being assessed, the likelihood that they will continue to grow, and the prospect of others following the example of these institutions only intensify Council's concerns regarding this approach to covering computing costs.

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11. Letter from Dr. B. Segal to Mrs. M. Paikin, July 15, 1985.

Council believes, however, that computer-related ancillary fees do not constitute the only example of "back-door" tuition fees currently in place across the system. The results of the recent survey of 1985-86 compulsory ancillary fees indicate a considerable number of fees in the categories of Registration, Lab and Equipment, Music and Studio Related, and Consumable Supplies. Council considers many of these to be covering tuition-related costs.

Council is concerned not only about "back-door" tuition fees but also about the proliferation and increased level of ancillary fees. When compared with the 1983-84 survey results, the new data indicate a marked increase in both the number and level of fees being levied by most institutions. Council estimates that there are between 70 and 100 new fees being charged which were not indicated in the 1983-84 survey.[12] For existing fees, general ancillary fee data for 1985-86 indicate an average percentage increase of 16.8 when compared to 1983-84 levels. Changes in existing programme-specific fee levels are more difficult to determine. A number of fees which appeared in the 1983-84 survey are, according to the 1985-86 results, no longer being charged while other fees are reported in a different manner. As a result, comparisons between the two sets of data are difficult to make in certain fee categories. Nevertheless, Council has found that in the categories of Registration, Music and Studio Related, Professional Societies, Co-op Placement, Lab and Equipment, Manuals and Duplication, Laundry, Kits, and Travel, changes in average fee levels, since 1983-84, range from -19.5% to +112.5%. In six of these nine categories the average fee level increases are above 10%. In the category of Consumable Supplies, the average fee level has decreased 78% largely due to the apparent elimination of several Film/Photography fees at Ryerson. It should be noted that the changes in ancillary fee levels indicated above have occurred during a period when formula fees increased 10%.

After completing its overall review of compulsory ancillary fees, Council concludes that the situation has changed significantly since it last submitted advice on this issue. The principles enunciated in Advisory Memorandum 84-I, which were intended to provide the context in which ancillary fees were judged reasonable, are no longer being upheld by the institutions. Council has rejected an intrusive approach to ancillary fees in the past and would prefer not to have additional Government involvement in the management of the institutions. However, until funding levels more adequately support the services provided, Council is convinced that the current situation with respect to ancillary fees will only deteriorate further in the absence of Government action.

Limits on Fees

In Advisory Memorandum 84-I, Council attempted to address the Minister's concern of identifying an unreasonable level of ancillary fees by considering the development of a formula which would quantify the particular level of ancillary fees that was unreasonable. Council considered setting a quantifiable limit on ancillary fees by limiting the actual percentage increases allowed for compulsory ancillary fees. Another approach considered was the modification of the current practice of reducing operating grants for institutions whose tuition fee levels exceed 110% of the level of formula fees by including all or some general and program-specific fees.

Council, however, identified several problems with those approaches. For example, Council anticipated that difficulties would arise in attempting to regulate by formula the array of program specific ancillary fees which were in place across the system. It was Council's belief that the variance in these fee levels among the institutions would make the setting of a ceiling undesirable for a variety of reasons:

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12. Council has been informed that reporting difficulties were encountered at Toronto and York with respect to the 1983-84 survey. As a result, a number of ancillary fees reported by those institutions for 1985-86 which appear to be new, were actually in place in 1983-84. In light of these circumstances, lower and upper limits were calculated by excluding or including the 30 "new" fees at Toronto and York in order to determine a range.

i) If the limit chosen were set at a high level to allow for the inclusion of most fees currently being charged, there would be a strong likelihood (based on experience with the 10% discretionary limit) that institutions with fee levels below the limit would soon move to the higher level. Thus the "ceiling" could also become a "floor", and lower compulsory ancillary fee charges currently being paid by many students could possibly increase.

ii) If the limit chosen were set at a low level which was exceeded by fees at many institutions, there might have to be "roll-backs" of some fees, which would prevent institutions from recovering the actual costs of some services provided.

iii) If virtually any system-wide compulsory ancillary fee limit were established to regulate charges, inequities could develop in providing students with goods, services and facilities which now exist but which often vary markedly in kind and quality, as required, from one institution to another. For example, regulation to restrict these fee levels to a prescribed limit could cause difficulty within institutions in determining which services might have to be reduced or phased-out in order to comply with a prescribed limit.[13]

It is now Council's view that these previous concerns are outweighed by the recent developments which have seen new types and higher levels of "back-door" tuition fees.

It is important to note that Ontario universities have full legal authority to establish their own fee levels. However, since 1971-72 the Government has, as a matter of social policy, set fixed "formula fees" by program category for use in calculating operating grants. In addition, each institution, since 1980-81, has been allowed to set its actual tuition fees up to a maximum of 110% of formula fees without incurring any reduction in Government grants. Thus, the autonomy of the institutions in setting their own fees has been limited by Government. Council believes that compulsory ancillary fees must be viewed in the context of Government policy. It is clear that the charging of ancillary fees which are an alternative form of tuition effectively negates the Government's policy of controlling tuition fee levels. Council believes that this policy of control necessitates restrictions with respect to compulsory ancillary fees.

Currently there is some ambiguity regarding the expenditures to be covered by tuition fees at Ontario universities. For the formula fee portion of tuition fees it is reasonably clear. In the *Operating Formula Manual* formula fees are considered to be part of Basic Operating Income (BOI) and as such their expenditure is restricted to "eligible operating expenditures" which are defined as:

> . . . all operating expenditures except those:
> (a) in connection with assisted/sponsored research,
> (b) for principal and interest payments on capital indebtedness,
> (c) for student aid,
> (d) for ancillary enterprises,
> (e) for capital projects.[14]

On the other hand, the discretionary portion of tuition fees is not part of BOI and may be applied to any category of expenditure.[15]

While the *Operating Formula Manual* does not specifically identify the individual expenditures which may or may not be covered by tuition fee revenue, it does reflect the spirit of tuition fee coverage. Council views tuition fees as the contribution made by students towards the normal operating costs of the university including expenditures associated with instruction, non-sponsored research, academic support services (e.g. the library), administration and physical plant maintenance.

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13. Ontario Council on University Affairs, *Eleventh Annual Report*, 1984-85, p. 78.
14. Ministry of Colleges and Universities, *Operating Formula Manual*, 1985-86, p. 2
15. *Ibid.*, p. 4

A Change in Approach to Compulsory Ancillary Fees

As indicated above, the compulsory ancillary fees currently in place at Ontario institutions include a mixture of what Council considers to be tuition and non-tuition-related ancillary fees. Council believes strongly that all tuition-related ancillary fees presently being charged by the institutions (i.e., those fees which are used to cover normal operating expenditures) should be categorized as tuition fees leaving only non-tuition-related fees as legitimate ancillary fees.

In addition to paying tuition and ancillary fees, students may be required to purchase specific items to be used during their course of study which may be retained afterwards. Council considers such required purchases to be separate from tuition and ancillary fees. However, Council believes that all fees and any required purchases should be made clear to prospective students in advance of their registration in order to avoid any hidden costs to the student.

Council believes that appropriate definitions of non-tuition-related ancillary fees which may be charged to students will serve to eliminate the increasingly artificial distinction between tuition fees and compulsory ancillary fees. Council recommends that all existing compulsory ancillary fees be considered tuition fees with the exception of those ancillary fees which fall under the definitions set out below:

— any penalty charges and fines, such as charges for late registration or late payment of fees;
— the costs of appeals, additional examinations and transcripts;
— the costs of or fees charged for co-op placement services;
— the cost of convocation or graduation ceremonies;
— the costs of learning materials and clothing retained by students;
— the costs of materials used in the production of items which become the property of the student, such as art supplies and film;
— parking charges;
— the costs of health service/insurance;
— student activity/athletic fees
(When student activity/athletic fees are referred to in calendars as "Registration Fees", institutions must add an explanatory note indicating exactly what these fees are for);
— student government fees; and
— any fees, including capital fees, which have been approved by a student referendum.

In setting out the various types of ancillary fees which may be charged by the institutions, Council has left open the opportunity for the introduction of any new ancillary fees which have been approved through a student referendum. Council recognizes that students are aware of the funding constraints faced by the institutions and the effects of these constraints on their programs of study. It is, therefore, desirable to allow students the opportunity to initiate and/or support new ancillary fees in order to cover extra costs related to services which they deem to be important. Council believes that any new student-approved fee may be implemented provided that it has been supported by those directly affected through a student referendum. Similarly, students should retain the right to revoke an existing student-approved fee through the same procedure.

In defining the types of ancillary fees which should remain eligible, Council recognizes that questions may arise with respect to whether or not particular fees, either existing or proposed, are captured by the definitions set out above. This is particularly true with regard to those fees in the category of "costs of learning materials and clothing retained by students". This category has been defined in rather broad terms to allow institutions some discretion. However, Council is concerned that this provision should not be used to undermine the intent of the policy. Council believes that

the Ministry should make a ruling in all such cases as they arise to ensure fees fit within the guidelines outlined above.

With respect to ancillary fees which are eligible to be charged by an institution Council reaffirms the two remaining principles in Advisory Memorandum 84-I:

i) compulsory ancillary fees should not be allowed to rise to a level which impedes accessibility; and
ii) compulsory ancillary fees should reflect the costs of goods and services provided.

Council continues to believe these principles should inform the setting of compulsory ancillary fees by the institutions. With the above definitions in place Council hopes it will be unnecessary to continue its practice of monitoring compulsory ancillary fees.

Council is well aware of the financial constraints facing the institutions and the pressure which has been placed on them to raise funds from additional sources in order to cover their costs. Although Council cannot accept the charging of "back-door" tuition fees as a means of generating additional revenue, it acknowledges the serious effects on institutions occasioned by the shortfall in annual operating grant increases. In view of these circumstances, Council recommends that the permitted maximum tuition fee level be increased from 110% of formula fees to 115%.

Council chose the discretionary limit increase of 5% after estimating the total revenue generated in 1985-86 by tuition-related fees to be within the range of $4.9 million and $13.7 million, or between 2.3% and 6.3% of total formula fee revenue.[16] Although the revenue generated by these fees represents only a fraction of the system's total operating income, Council believes that, during a period of severe financial constraint, institutions can ill afford to lose this income. Council's intention, in increasing the discretionary limit, is to enable institutions to maintain their ability to provide quality programs and necessary services to their students. Council believes that the resulting average level of fee will be clearer and fairer to students and in most cases will not appreciably affect their total fee burden. All tuition fees within the permitted levels of discretion should be recognized by OSAP, just as the compulsory tuition-related ancillary fees that they are replacing are recognized.

Council believes that broadening the discretionary limit policy to allow the inclusion of tuition-related charges is entirely consistent with the current Government policy of controlling tuition fee levels. This approach will serve the interests of students as well as the institutions. With the implementation of the recommendations contained in this memorandum students can be assured that the ancillary fees levied by an institution will not be used to cover tuition-related costs. In addition, students will receive a tax receipt from their institutions for the full amount of tuition-related fees paid. At present, "back-door" tuition fees, because they are classed as ancillary fees, are not included in the amount which appears on a student's tuition receipt and cannot be claimed for tax purposes.

The recommended changes to existing compulsory ancillary fee policy are intended to clarify a situation which has become both confusing and frustrating. In addition, Council's proposal to increase the discretionary limit and allow institutions to set tuition fee levels at up to 115% of formula fees, addresses the financial implications of the proposed changes and provides for equitable treatment among all institutions.

The recommendations contained in this memorandum are intended as a unit and each recommendation should be considered in conjunction with, rather than independently of, the other recommendation. Accordingly, Council *recommends to the Minister:*

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16. Council acknowledges its difficulty in determining which ancillary fees should be included when calculating tuition-related fee revenue. Therefore, lower and upper limits were calculated by excluding or including certain ancillary fees to determine a range. The tuition-related fee revenue totals were calculated by using undergraduate general and program-specific ancillary fee data. All student-approved ancillary fees were excluded from these calculations.

OCUA 85-32
COMPULSORY ANCILLARY FEES

THAT, beginning in 1986-87, only those non-tuition-related ancillary fees, as defined in this memorandum, should be classified as ancillary fees by the Ministry in calculating formula operating grants to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College, and all other fees should be classified as tuition fees.

OCUA 85-33
RELATIONSHIP BETWEEN FORMULA FEES AND ACTUAL TUITION FEES

THAT, beginning in 1986-87, institutions should be permitted to set their actual tuition fees up to a maximum of 115% of formula fees without incurring a reduction in Government operating grants.

M. Paikin
Chairman

February 21, 1986

UNDERGRADUATE ANCILLARY FEES

1985-86

General Caveats

a) The sources of information are COU and individual institutions.

b) Reference to the Ontario College of Art is made only with respect to general ancillary fees as it reported no program-specific ancillary fees for full-time undergraduate students for the Fall and Winter terms.

c) Roman numerals accompanying the course and program listings displayed under the eleven categories of fee types refer to year levels.

d) Where necessary figures have been rounded to the nearest dollar (i.e. $0.01 to $0.50 to the lower dollar and $0.51 to $0.99 to the higher dollar).

Table 1

Undergraduate General Ancillary Fees: 1985-86

FEE TYPE	Brock	Cltn.	Guelph[1]	Lkhd.	Lrtn.[2]	Mc.[3]	Ottawa[4]	Queen's[5]	Tor.[6]	Trent	Wat.[7]	Wstrn.[8]	WLU[9]	Wndsr.	York	Ryrsn.	OCA	AVGS.
HEALTH: *Sub-Tot.*	15.00	33.80	41.20	10.00	17.00	11.00	24.00	11.40	23.50	23.00	41.04	27.00	12.00	10.00				21.42
Services	15.00	*23.00	*16.40	10.00	13.75	11.00	20.00	*11.40	23.50	23.00	*41.04	27.00	12.00	10.00				
Accident/hlth. insurance		*10.80	*24.80				4.00											
Life Insurance					3.25													
REGISTRATION: *Sub-Total*	5.00				9.00	5.00	5.00		1.00	100.00	4.25	2.00				3.00	100.00	23.43
Registration					5.00		5.00											
I.D. Card	5.00				4.00	5.00			1.00		4.25	2.00				3.00		
Class Fee																	60.00	
College Fee										100.00							40.00	
CAPITAL: *Sub-Tot.*	5.00	20.00	21.00		20.00		12.00	21.05			20.00	17.00	15.00	10.00		4.00	5.00	14.17
Univ. Centre		*20.00	21.00				12.00	*21.05				*10.00		10.00				
Rec. Facilities											*20.00					4.00		
Science Bldg.	5.00																	
Future Projects					*20.00								*15.00				*5.00	
Arena												*7.00						
Ancillary Ops.																		
STUDENT ACTVT'Y.: *Sub-Total*	25.00	60.50	48.00	42.00	51.00	49.50	33.00	64.10	21.25	64.25	27.50	37.25	55.00	57.50	55.00	74.70	35.00	47.09
Incidental Act'y								*49.10							55.00			
Special Act'y																13.20		
"Quest Fund"								*15.00										
Student Ass'n.	25.00	*60.50	*48.00	*42.00	*51.00	49.50	*33.00		*21.25	*64.25	*27.50	*37.25	*55.00	57.50		61.50	35.00	
ATHLETICS: *Sub-Total*	30.00	81.10	48.00	30.00	30.00	33.00	35.00	30.20	58.25	68.00	43.50	57.10	42.00	20.00		20.80		41.80
OTHER: *Sub-Total*								7.80	45.50	85.50	15.00			17.50	85.00	25.00		40.19
General Ancil'y															85.00			
Hart House									45.50									
Bus/Parking								*7.80		85.50								
Learning Suppt.																25.00		
Student Centre											*15.00			17.50				
TOTALS ($)	80.00	195.40	158.20	82.00	127.00	98.50	109.00	134.55	149.50	340.75	151.29	140.35	124.00	115.00	140.00	127.50	140.00	141.94
% CHANGE 1983-84/1985-86	+0.0	+8.7	+13.5	+10.8	+5.4	+7.1	+6.9	+18.8	+33.2	+11.3	+33.8	+12.1	+29.2	+12.8	+11.1	+14.4	+94.4	+16.8

*Indicates fees which were initiated by students, except in the cases of Health fees at Carleton and Guelph which were reported as being only partially student-initiated. All other fees shown were either not student-initiated or their origin is unknown.

SOURCE: COU and individual institutions.

Table 2

Summary of Undergraduate Program-Specific Ancillary Fees: 1985-86

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Tor.	Trent	Wat.	Wstrn.	WLU	Wndsr.	York	Ryrsn.
REGISTRATION:																
Average Fee									$61	$99		$50	$58		$22	
Range of Fees									$25-184	$35-150		$50	$58		$14-40	
# Student Payments									25,453	27		450	60		4,200	
MUS. & STUDIO RELATED:																
Average Fee	$42						$61		$25		$27	$177	$20		$20	$15
Range of Fees	$15-110						$36-72		$15-35		$5-170	$150-520	$20		$20	$15
# Student Payments	83						162		328		1,396	539	200		8,000	30
PROF. SOCIETIES:																
Average Fee						$12		$13	$15		$4			$9		
Range of Fees						$5-28		$7-37	$5-50		$2-8			$4-20		
# Student Payments						3,156		10,253	19,382		10,531			6,089		
CO-OP PLACEMENT:																
Average Fee			$105			$125			$24		$150		$231			
Range of Fees			$105			$125			$24		$150		$231			
# Student Payments			290			50			152		8,800		280			
CONSUMABLE SUPPLIES:																
Average Fee	$45	$15		$19	$17		$41	$21		$8					$16	$42
Range of Fees	$45	$15		$10-20	$10-20		$10-60	$12-37		$3-50					$10-50	$15-193
# Student Payments	147	50		375	1,000		1,015	485		361					22,700	6,299
LAB & EQUIPMENT																
Average Fee	20	$4	$25		$14		$110	$141	$17	$18	$12	$60			$10	$69
Range of Fees	$10-110	$2-25	$25		$10-20		$100-160	$50-500	$10-45	$5-35	$10-50	$60			$10	$13-175
# Student Payments	1,076	1,137	1,400		6,157		1,084	483	16,004	686	4,262	210			10,000	3,111
MANUALS & DUP.:																
Average Fee		$13					$6		$18	$5				$35	$6	
Range of Fees		$5-20					$6		$3-30	$2-12				$35	$6	
# Student Payments		3,379					1,500		5,361	1,022				392	50,000	
LAUNDRY:																
Average Fee			$65		$11	$75		$100	$66						N/A	
Range of Fees			$32-114		$11	$75		$50-190	$25-100							
# Student Payments			480		275	100		999	740							

Table 2 (continued)

Summary of Undergraduate Program-Specific Ancillary Fees: 1985-86

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Tor.	Trent	Wat.	Wstrn.	WLU	Wndsr.	York	Ryrsn.
KITS:																
Average Fee						$500		$500	$1,181							
Range of Fees						$500		$500	$324-2,134							
# Student Payments						100		75	408							
TRAVEL:																
Average Fee		$153		$75		$100	$161	$213	$151	$160	$53	$142		$76	$100	$239
Range of Fees		$50-230		$15-385		$100	$140-250	$50-530	$40-310	$2-850	$3-425	$50-150		$25-150	$100	$225-325
# Student Payments		183		1,497		50	100	2,438	400	155	1,136	109		64	50	273
OTHER:																
Average Fee			$75		$10				$550	$250	$34	$50				
Range of Fees			$75		$10				$178-1,093	$250	$10-47	$50				
# Student Payments			475		800				74	37	41,732	307				

Appendix A i)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Registration

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ott.	Queen's	Toronto[1]	Trent	Wat.	Western	WLU	Wndsr.	York	Ryrsn.
REGISTRATION:																
Bachelor Bus. Admin.															$15x1,000†	
Engineering									*$100x2,480°							
Internship													$58x60°			
Language Test															$40x1,200	
Medicine												$50x450°				
Spanish (Year Abroad)										$150x15°						
French (Year Abroad)										$35x12°						
Atkinson College															$14x2,000	
Erindale College									$33x3,501°							
Innis College									$28x1,078°							
New College									$22x2,078°							
St. Michael's College									$138x2,540°							
Scarborough College									$35x3,360°							
Trinity College									$184x1,005°							
University College									$21x2,176°							
Victoria College									$125x2,442°							
Woodsworth College									$25x4,793°							
SUB-TOTALS:																
Revenue									$1,563,244	$2,670		$22,500	$3,480		$91,000	
# Student Payments									25,453	27		450	60		4,200	
Average Payment									$61	$99		$50	$58		$22	

*Indicates fees which were initiated by students. All other fees shown were either not student-initiated or their origin is unknown.

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Undergraduate Program-Specific Ancillary Fees: 1985-86
Music & Studio Related

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Qun's.	Toronto	Trent	Wat.[2]	Western	WLU	Wndsr.	York	Ryerson
MUSIC & STUDIO RELATED:																
Architecture											$25x500†					
Drama (UC Playhouse)									$20x80†							
Fine Arts											$5x143†				$20x8,000†	
											$10x126†					
											$15x407†		$20x200§			
											$20x9†					
											$30x46†					
											$40x32†					
											$50x64†					
											$65x9†					
Humanities									$20x104†							
Music	$15x49†															
	$20x11†															
(Instrument Fee)							$36x48§		$35x113†		$170x60†	$150x499°				
							$72x114†									
(Private Lessons)	$110x23											$520x40°				
(Score Rental)									$15x31†							
Theatre I (Dance-Audition)																$15x 30°
SUB-TOTALS:																
Revenue	$3,485						$9,949		$8,100		$37,405	$95,650	$4,000		$160,000	$450
# Student Payments	83						162		328		1,396	539	200		8,000	30
Average Payment	$42						$61		$25		$27	$177	$20		$20	$15

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A iii)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Professional Societies

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	McMaster	Ottawa	Queen's	Toronto[3]	Trent	Waterloo	Wstrn.	WLU	Windsor	York	Ryrsn.
PROFESSIONAL SOCIETIES:																
Applied Science								*$19x1,660°								
Architecture									$19x310°		$5x164¶					
Arts											*$2x2,391¶					
Science											*$4x1,761¶					
Arts and Science								*$7x5,780°	*$5x11,536°							
Business Admin.														*$6x1,239°		
Commerce						$5x1,273		*$31x741°								
Computer Science														$10x331		
Dentistry									*$22x442°							
Dramatic Arts														*$10x130°		
Education								*$7x619°	*$17x844°					*$4x301°		
Engineering						$15x1,219°			*$41x2,480°		*$8x2,003¶			*$20x569°		
Environmental Studies											*$2x867¶					
Forestry									*$23x189°							
Law								*$37x432°	*$50x465°					*$20x392°		
Mathematics											*$5x2,109¶					
Medicine						$28x300°		*$36x291°	*$34x989°							
Music									*$15x373°					$10x65		
Nursing						$10x364°		*$9x259°	*$27x337°					*$20x372°		
Optometry											*$4x236¶					
Pharmacy									*$30x634°							
Physical Education								*$11x280°	*$20x463°		*$3x1,000¶			*$10x297°		
Rehab. Therapy								*$7x191°	*$20x320°							
Social Science														*$5x1,943°		

*Indicates fees which were initiated by students. All other fees shown were either not student-initiated or their origin in unknown.
Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A iii) continued

Undergraduate Program-Specific Ancillary Fees: 1985-86
Professional Societies

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	McMaster	Ottawa	Queen's	Toronto[3]	Trent	Waterloo	Wstrn.	WLU	Windsor	York	Ryrsn.
Social Work														*$10x350		
Visual Arts														*$10x100		
SUB-TOTALS:																
Revenue						$36,690		$132,512	$299,919		$44,893			$57,743		
# Student Payments						3,156		10,253	19,382		$10,531			6,089		
Average Payment						$12		$13	$15		$4			$9		

*Indicates fees which were initiated by students. All other fees shown were either not student-initiated or their origin in unknown.
Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A iv)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Co-Op Placement

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ott.	Queen's	Toronto	Trent	Waterloo	Wstrn.	WLU	Wndsr.	York	Ryrsn.
CO-OP PLACEMENT:																
Co-op Placement			$105x290			$125x50¶			$24x152†		$150x8,800¶		$231x280°			
SUB-TOTALS:																
Revenue			$30,450			$6,250			$3,648		$1,320,000		$64,680			
# Student Payments			290			50			152		8,800		280			
Average Payment			$105			$125			$24		$150		$231			

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A v)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Consumable Supplies

FEE TYPE	Brock	Cltn.	Guelph	Lakehead	Lrtn.[4]	Mc.	Ottawa[5]	Queen's[6]	Tor.	Trent	Wat.	Wstrn.	WLU	Wndsr.	York[7]	Ryerson[8]
CONSUMABLE SUPPLIES:																
Administrative Studies																
Biology										$35x14°						
Civil Technology																$50x95§
Communications							$10x55†									
							$20x133†									
							$50x94†									
Computer Science		$15x50°														$30x4,100§
Comp. Sci. & Lab. courses																
Cultural Studies										$50x23°						
Education				$20x345†											$10x15,000†	
Fashion																$15x366§
Film/Photography																$105x483°
Fine Arts								$21x77β							$50x2,400†	
								$12x161β								
Geography										$3x240°					$25x300†	
										$5x84°						
Graphic Arts I-III																$193x142°
IV																$17x30°
Hospitality/Tourism																$60x470§

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term β = course by month

Undergraduate Program-Specific Ancillary Fees: 1985-86
Consumable Supplies

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Tor.	Trent	Wat.	Wstrn.	WLU	Wndsr.	York	Ryerson
Interior Design I																$60x70°
II																$50x50°
III																$30x40°
IV																$25x61°
Journalism I-III																$40x392°
Library Technology				$10x30°												
Nursing I								$19x64°								
II								$37x63°								
III								$19x53°								
IV								$31x67°								
Science															$15x5,000†	
Television & Corr.					$20x698†											
					$10x302†											
Theatre I-III																
Visual Arts							$25x135†									
							$50x598†									
	$45x147†															
SUB-TOTALS:																
Revenue	$6,615	$750		$7,200	$16,980		$41,185	$10,180		$2,780					$352,500	$265,176
# Student Payments	147	50		375	1,000		1,015	485		361					22,700	6,299
Average Payment	$45	$15		$19	$17		$41	$21		$8					$16	$42

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A vi)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Lab & Equipment Fees

FEE TYPE	Brock	Cltn.	Guelph[9]	Lkhd.	Laurentian[10]	Mc.	Ottawa[11]	Queen's	Toronto	Trent	Waterloo[12]	Wstn.	WLU	Wndsr.	York	Ryer.[13]
LAB & EQUIPMENT:																
Anatomy									$10x21§							
Arch. & Landscape																$50x408°
Astronomy					$20x94†				$10x42†							
Biochemistry									$10x71§							
Biology					$10x435§				$10x1,204§	$12x145†	$10x124†					
					$20x502†				$10x1†	$5x61†						
									$20x3,830†							
Botany									$10x72§							
									$10x9†							
									$20x451†							
Chemistry		$2x900	$25x1,400		$10x218§				$10x222§	$5x84†	$10x2,833†					
					$20x446†				$10x19†	$14x100†						
									$20x3,924†	$35x225†						
Cinema and Film									$10x27§							
									$15x206§							
									$20x379†							
Civil Tech. I																$30x90°
II-IV																$40x188°
Computer Science									$10x433§						$10x10,000†	
Comp. Sci. & Lab. crs.	$20x67				$20x429†											
	$10x437				$10x792§											
Drama									$30x44†							
Early Childhd. I-IV																$20x245°
I																$25x65°

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Undergraduate Program-Specific Ancillary Fees: 1985-86
Lab & Equipment Fees

FEE TYPE	Brock	Cltn.	Guelph[9]	Lkhd.	Laurentian[10]	Mc.	Ottawa[11]	Queen's	Toronto	Trent	Waterloo[12]	Wstn.	WLU	Wndsr.	York	Ryer.[13]
Earth Science I											$12x245°					
II-IV											$20x350°					
									$10x200†							
									$10x1†							
									$20x4†							
Engineering					$10x279§		$100x900									
					$20x17†											
Environmental Studies										$10x71†						
Fashion I																$28x127°
II Merchandising																$33x55°
II Design																$53x50°
III Merchandising																$46x42°
III Design																$43x42°
Fine Arts	$15x49						$160x184°		$20x24†							
	$110x23								$45x27†							
	$20x11															
	$45x147															
Food/Nutrition									$10x50§							
I																$20x87°
II																$52x79°
III																$13x70°
IV																$15x63°
Geography		$25x28			$20x23†				$10x78§		$10x33†					
		$25x30							$20x89†		$15x307†					
									$30x78†		$20x260†					
											$25x10†					

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A vi) continued

Undergraduate Program-Specific Ancillary Fees: 1985-86
Lab & Equipment Fees

FEE TYPE	Brock	Cltn.	Guelph[9]	Lkhd.	Laurentian[10]	Mc.	Ottawa[11]	Queen's	Toronto	Trent	Waterloo[12]	Wstn.	WLU	Wndsr.	York	Ryer.[13]
Geology	$20x107	$5x179			$10x122§				$10x458§							
	$10x220				$20x88†				$10x7†							
									$20x45†							
Hospitality/Tourism I																$175x177°
II																$105x150°
III	$25x10°															$150x140°

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Undergraduate Program-Specific Ancillary Fees: 1985-86
Manuals & Duplication

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's.	Toronto	Trent	Wat.	Wstn.	WLU	Windsor	York[14]	Ryer.
MANUALS & DUPLICATION:																
Biology		$10x382†							$6x62†	$2x222°						
									$10x376†	$3x94°						
		$5x223§							$30x1,550†	$4x123°						
										$5x153°						
										$12x44°						
Chemistry									$15x2,666†	$3x29°						
									$15x108§	$4x62°						
										$5x15°						
										$8x170°						
Computer Science		$7x500														
Environmental Studies										$2x20						
Geology		$20x179														
Law														$35x392°		
Math. & Statistics		$15x2,095														
Microbiology/Zoology									$3x32							
Physics										$3x77°						
										$7x13°						
Science & Engineering							$6x1,500†									
Zoology									$3x42§							
									$3x117†							
									$6x79†							
									$7x18†							
									$9x70†							
									$10x241†							
SUB-TOTALS:																
Revenue		$43,440					$9,000		$96,455	$4,643				$13,720	$300,000	
# Student Payments		3,379					1,500		5,361	1,022				392	50,000	
Average Payment		$13					$6		$18	$5				$35	$6	

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A viii)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Laundry

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	McMaster	Ottawa	Queen's	Toronto	Trent	Wat.	Wstrn.	WLU	Wndsr.	York[15]	Ryrsn.
LAUNDRY:																
Clinical Education						$75x100°										
Human Kinetics/Leis. Std.																
Medicine I								$50x70°								
II								$160x80°	$25x250°							
III								$160x72°	$75x247°							
IV								$180x69°	$100x243°							
Nursing I								$140x65°								
II & III								$100x116°								
IV								$75x67°								
Phys. Ed./Sports Admin.					$11x275°											
Physical Education I & II								$60x132°								
III & IV								$60x147°								
Rehabilitation Therapy I								$190x47°								
II-IV								$65x134°								
Veterinary Medicine I & II			$32x240°													
III			$84x120°													
IV			$114x120°													
SUB-TOTALS:																
Revenue			$31,440		$3,025	$7,500		$100,345	$49,075						$100,000	
# Student Payments			480		275	100		999	740							
Average Payment			$65		$11	$75		$100	$66							

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Undergraduate Program-Specific Ancillary Fees: 1985-86
Kits

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	McMaster	Ottawa	Queen's	Toronto	Trent	Wat.	Western	WLU	Wndsr.	York	Ryerson
KITS:[16] & [17]																
Dentistry I									$2,134x102°							
II									$1,876x100°							
III									$431x93°							
IV									$324x113°							
Interior Design I																
Medicine						$500x100°		$500x75°								
SUB-TOTALS:																
Revenue						$50,000		$37,500	$481,963							
# Student Payments						100		75	408							
Average Payments						$500		$500	$1,181							

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A x)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Travel

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Toronto	Trent	Wat.	Western	WL	Windsor	York	Ryerson
TRAVEL:																
Applied Geography																$225x234§
Architecture											$260x65§					
IV									$45x64°							
Art History		$50x25						$230x15								
Biology		$230x7°							$275x20†	$700x27†	$95x24†	$50x9†				
									$262x14†		$425x10†					
									$175x1							
Commerce								$50x749°								
Earth Science											$70x50†					
Ecology																
Education								$350x596°								
Engineering (Civil)											$90x140†			$50x20†		
(Degree)				$15x283°												
(Tech.)				$15x268°												
Fine Arts II								$250x29°								
Forestry (Degree)									$40x56°							
(Degree)									$50x26°							
(Degree)									$150x19°							
(Degree)									$170x36°							
(Degree)									$205x34†							
									$310x52†							
(Degree) I				$80x71°												
(Degree) II				$90x79°												
(Degree) III				$140x41°												
(Degree) IV				$385x49°												
(Tech.) I				$80x56°												

Undergraduate Program-Specific Ancillary Fees: 1985-86
Travel

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Toronto	Trent	Wat.	Western	WL	Windsor	York	Ryerson
Geography		$165x80°					$140x58†			$2x25†	$45x17†				$100x50†	
							$170x32†			$5x38†	$110x44†					
										$8x49†						
										$150x12†						
										$850x4†						
Geography III									$100x12°							
Geology		$150x22°				$100x50†						$150x42†		$150x22†		
		$175x34°										$150x58†				
II									$175x25°							
III									$175x41°							
Human Kinetics											$3x530§			$25x22†		
											$110x26§					
											$160x35§					
Journalism		$175x15°														
Law								$250x433°								
Library Tech. II				$175x19°												
Medicine IV								$530x69°								
Nursing				$40x263°				$200x266°								
Outdoor Rec. I-IV				$261x122°												
Physical Education				$35x194°												
								$70x147°								
Planning											$10x140†					$325x39°
											$60x55†					
Recreology							$250x10†									

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A x) continued

Undergraduate Program-Specific Ancillary Fees: 1985-86
Travel

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Toronto	Trent	Wat.	Western	WL	Windsor	York	Ryerson
Rehabilitation Therapy II & III								$530x92°								
IV								$125x42°								
Sociology																
Zoology																
SUB-TOTALS:																
Revenue		$27,935		$111,991		$5,000	$16,060	$519,070	$60,573	$24,732	$59,885	$15,450		$4,850	$5,000	$65,325
# Student Payments		183		1,497		50	100	2,438	400	155	1,136	109		64	50	273
Average Payment		$153		$75		$100	$161	$213	$151	$160	$53	$142		$76	$100	$239

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Undergraduate Program-Specific Ancillary Fees: 1985-86
Other

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Tor.[19,20]	Trent[20]	Waterloo[21]	Western	WLU	Wndsr.	York[22]	Ryer.
OTHER:																
Arts & Sci. (Computer)																
Vet. Meds. I-IV (Rabies)			$75x475°													
French Span. & German									$729x30							
(Yr. Abroad Activity)									$1,093x12	$250x37°						
Business (Computer)												$50x307				
Language Testing					$10x800											
Study Elsewhere									$178x32							
Base (Computer Fee)											$47x21,871¶					
Enhancement											$20x17,379¶					
(Faculty Computer Fee)											$10x2,482¶					
SUB-TOTALS:																
Revenue			$35,625		$80,000				$40,688	$9,250	$1,400,337	$15,350				
# Student Payments			475		800				74	37	41,732	307				
Average Payment			$75		$10				$550	$250	$34	$50				

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Undergraduate General Ancillary Fees
1985-86

Numbered Footnotes

TABLE 1

1. *Guelph — Student Activity:* Fees shown for 1985-86 represent averages of ranges from $46.00 to $50.00, within which fee levels vary according to program.
2. *Laurentian — Student Activity:* Student Association fee includes $4.00 CFS, $3.00 OFS, $7.50 Student Newspaper.
3. *McMaster — Registration:* There is a $5.00 fee for an I.D. card this year, because the new card has a photo.

   Student Activity: The Student Association fee of $49.50 includes $42.50 for the McMaster Student Union and $7.00 for CFS.
4. *Ottawa — Student Activity:* The Student Association fee of $33.00 includes $25.00 SFUO, $3.00 OFS and $5.00 OPIRG.
5. *Queen's — Student Activity:* The fee is broken down into three components. Two of these, Incidental Activity ($49.10) and the Quest Fund ($15.00) appear under the Student Activity category, the balance, a bus fee ($7.80), appears under the Other category.
6. *Toronto — Health, Athletics and Other (Hart House):* Fees shown represent the average costs per student across the institution and its affiliated colleges, and have been determined using information provided by the university on enrolment and fee charges. The Registration fee shown of $1.00 (Student Card) is charged in Arts and Science (Scarborough College) and Physical and Health Education. Fees for registering at the colleges and covering costs specific to them have been removed from the general ancillary fee area and displayed as program-specific fees under the Registration category in the appendices.
7. *Waterloo — Registration:* The $4.25 fee for an I.D. Card is a one-time only fee.
8. *Western — Registration:* The $2.00 fee for the I.D. Card is new this year.
9. *WLU — Capital:* The $15.00 reported under Future Projects is initiated by students and refundable. Contribution to University Development Fund designated for Cultural Centre construction.

Undergraduate Program-Specific Ancillary Fees
1985-86

Numbered Footnotes

Appendix A i) Registration

1. *Toronto* — Part-time enrolment is included for Innis and Woodsworth Colleges.
   — *Registration:* College registration fees listed entail the following charges —
   Erindale — Student Union ($27.75), Scholarship Fund ($5)
   Innis — Student Council ($27), Innis Foundation ($1)
   New — Student Council ($22)
   St. Michael's — Student Union ($23), Library ($58), Student Centre ($57)
   Scarborough — Student Council ($25), Library ($10)
   Trinity — Student Union ($184.50)
   University — Literary and Athletics Society ($21)
   Victoria — Student Administrative Council ($28), Wymilwood Student Union ($39.50), Library ($58)
   Woodsworth — Student Association ($5), Woodsworth Building Fund ($20)

Appendix A ii) Music and Studio Related

2. *Waterloo* — Fine Arts fees were categorized as lab fees; however, in terms of the categories used here and because of the nature of these fees, they are displayed under the Music and Studio Related rubric.

Appendix A iii) Professional Societies

3. *Toronto* — The Arts and Science fee of $5 is charged by the following colleges — Innis, New, St. Michael's, Trinity, University, Victoria and Woodsworth.

   — Architecture includes Landscape Architecture

Appendix A v) Consumable Supplies

4. *Laurentian* — Information has been estimated using the latest class counts. Actual fees are not available.

5. *Ottawa* — The range of fees shown will not agree with the summary on Table 4. Table 4 shows a range of $10 to $60 but there were no registrations this year in the courses subject to the $60 fee.

6. *Queen's* — In Fine Arts, students enrolled in print-making and sculpture courses are charged materials fees of $21 per month and $12 per month respectively, for those months in which students use these materials. There were a total of 77 student months charged for print-making materials and 161 student months charged for sculpture materials.

7. *York* — The Fine Arts figure of $50 represents an average of a range from $5 to $400.

8. *Ryerson* — The Computer Science fee of $30 represents an average of a range from $25 to $50. The number of students reported is an estimate (4,100). The revenue generated by the Computer Science fee is reported to be $123,000. It should be noted that, in response to a specific request from Council, Ryerson indicated in July of 1985 that the fee will generate approximately $250,000 in 1985-86.

Undergraduate Program-Specific Ancillary Fees
1985-86

Numbered Footnotes (continued)

Appendix A vi) Lab and Equipment Fees

9. *Guelph* — $25 fee for Chemistry is a deposit for breakage.

10. *Laurentian* — In 1983-84 only full courses were included in the survey and reported as Computer Science. This was wrongly reported in 1983-84. In 1985-86, full and half courses were included and reported under the appropriate program. Full courses are $20, half courses are $10. It should be noted that the enrolment reported is not actual number of students, but the number of people enrolled in specific courses. Therefore, one person can pay $100, another $0.

    — Information has been estimated using the latest class counts. Actual fees are not available.

11. *Ottawa* — The Fine Arts fee of $160 is the approximate average payment per student within a range which may extend from $75 to $250.

    — Engineering: $100 levy is collected for each undergraduate student for the microcomputer laboratory.

12. *Waterloo* — Human Kinetics and Leisure data are reported under Lab and Equipment Fees in 1985-86, but reported under Laundry in 1983-84.

13. *Ryerson* — The fees for First Year Early Childhood are for a Red Cross First Aid Course.

    — The fees for Social Work IV are for Typing Papers.

Appendix A vii) Manuals and Duplication

14. *York* — This fee varies greatly across the institution. The fee is charged on a cost-recovery basis and is not intended to generate a profit. No breakdown was available by program.

Appendix A viii) Laundry

15. *York* — No breakdown was provided by program. Total revenue only was reported.

Appendix A ix) Kits

16. Dental fee kit charges are reported as compulsory ancillary fees by Toronto, but not by Western.

17. Medical kit charges are reported as compulsory ancillary fees by McMaster and Queen's, while they are not reported as such by Ottawa, Toronto and Western.

Appendix A x) Travel

18. *Waterloo* — The Architecture fee charge varies annually depending on the location chosen for field trips.

    — The Human Kinetics fee shown represents only partial travel costs, with the university absorbing the balance.

Undergraduate Program-Specific Ancillary Fees
1985-86

Numbered Footnotes (continued)

Appendix A xi) Other

19. *Toronto* — French and Spanish fee of $1,093 represents the total of 4-5 courses with an average fee of $243.00 per course.

20. *Toronto and Trent* — Toronto reported fees for French and Spanish (Year Abroad Activity) only. Trent reported fees in all three languages (French, Spanish and German).

21. Waterloo — Base (University Computer Fee) average fee of $47 represents an average of a range from $28 to $70.

    — Enhancement (Faculty Computer Fee) average fee of $20 represents an average of a range from $12 to $30.

    — Enhancement includes Full-Time ($20) as well as Part-Time ($10 fee).

22. *York* — The $50 reported under Arts and Science (Computer) for 1983-84 is included in Lab Fees in 1985-86.

Changes to 1983-84 report

Appendix A ix) Kits

Western — Dental Fee kits have been eliminated.

Appendix A vii) Manuals and Duplication

Windsor — In 1983-84 the fee for Law was incorrectly listed as $70. The correct fee should be $35.

Appendix A x) Travel

Western — The data entered for Zoology in 1983-84 should be correctly reported under Geology.

Appendix A xi) Registration

Trent — The $40 fee refers to French Year Abroad and the $150 fee refers to Spanish Year Abroad. In 1983-84 they were both reported under Spanish Year Abroad.

85-X Graduate Program Funding —

Management Studies (MMS), Carleton University;
Pastoral Studies (MA), University of Ottawa;
Computing and Information Science (PhD), Queen's University;
Computer Science (MI/MCS), University of Ottawa and Carleton University;
Actuarial Science (MMath), University of Waterloo;
Social Anthropology (PhD), York University;
Adult Education (PhD), University of Toronto (Ontario Institute for Studies in Education);
Pharmacology (MSc), University of Ottawa;
Pharmacology (PhD), University of Ottawa;
Chemistry (MSc), Trent University;
Physics (MSc), Trent University;
History (MA), Trent University

Introduction

In this memorandum Council continues the practice of submitting annual advice on graduate program approvals as initiated in Advisory Memorandum 83-VIII.

Council offers advice on six new graduate programs and six existing graduate programs. In addition, Council continues the practice of offering a recommended weight for each master's program — it being understood that all doctoral programs, as outlined in the Ministry's *Operating Formula Manual*, will be in Category 8, with a weight of 6, or therefore, 2 per term.

I. New Graduate Programs

Management Studies (MMS), Carleton University

Council has reviewed the advice of its Academic Advisory Committee regarding Carleton's new master's program in Management Studies (see Appendix A) and is satisfied that the program meets the first four funding criteria. Council accepts that there are strong arguments for a graduate business program which concentrates on applied research directed toward the improvement of productivity and innovation in Canadian business.

Of particular note is the overwhelming support shown for the Management Studies program in both private and public spheres. A number of high technology firms stressed that the kind of applied research skills developed by graduates of this program were essential to their corporate survival and expansion. It is Council's understanding that student demand for the program is equally strong.

The Carleton program is unique among graduate business programs in Ontario in terms of its concentration on productivity, innovation and high-technology research problems. The Master of Management Studies is significantly different from existing MBA programs because it is research-oriented, has a thesis requirement and is restricted to students who have completed undergraduate studies in business/commerce or its equivalent. In contrast, MBA programs generally have little or no research component, do not require a thesis and are designed to accommodate students without previous academic backgrounds in business.

As the program is unique and is meeting a need for business graduates with applied research skills in the high technology sector, Council believes it appropriate to recommend the funding of this program, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-34
FUNDING FOR THE MASTER'S PROGRAM IN MANAGEMENT STUDIES AT CARLETON UNIVERSITY FOR 1987-88

THAT the MMS program in Management Studies at Carleton University be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 5, with a weight of 2, or 1 per term, as outlined in the Ministry's *Operating Formula Manual*.

Pastoral Studies (MA), University of Ottawa

Graduate programs in theology are funded automatically at the formula weight of .5 per term. They do not require appraisal by the Ontario Council on Graduate Studies (OCGS) or funding approval by Council or the Ministry, as do other graduate programs. In the early 1980's, the University of Ottawa indicated a desire to have its master's program in Pastoral Studies weighted at a higher level than that automatically granted to theological programs.

Council believes that graduate theology programs seeking a weight of greater than .5 per term should no longer be treated as theology programs with corresponding automatic funding levels. Instead, these programs should be treated as non-theological graduate programs and therefore be expected to meet Council's funding criteria for graduate programs, including quality appraisal, before becoming eligible for funding at a higher weight.

In October, 1984, the Council of Ontario Universities (COU) informed Council that it had accepted OCGS's recommendation that graduate programs in theology should be eligible for funding in the same way as other graduate programs, subject to two conditions:

1. That the program is offered by the university under the jurisdiction of its graduate school and thereby is subject to all of the rules and regulations that this implies; and
2. That the program has been successfully appraised by OCGS.[1]

Council notes that the program in Pastoral Studies, having been successfully appraised by OCGS, was referred to the Academic Advisory Committee of Council. Council has reviewed the advice of its Academic Advisory Committee with respect to the University of Ottawa's new master's program in Pastoral Studies (see Appendix B). Council is satisfied that the program meets the standard funding criteria. The University of Ottawa's Pastoral Studies program is the first theology program to meet Council's criteria for determining the funding eligibility of graduate programs.

The master's program in Pastoral Studies is intended to respond to the contemporary needs of the Church in modern society and is aimed at producing pastoral professionals whose knowledge and abilities are relevant to a variety of community-related services. Council notes that this need is complemented by a very strong student demand for the program, emanating from currently practising pastoral workers, teachers, and health care and family service professionals.

Council recognizes that the Pastoral Studies program is the only theology program in Ontario to combine academic and practical studies with an inter-disciplinary approach to pastoral education. The bilingual nature of course offerings further attests to the uniqueness of the program.

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1. Letter from Dr. E. Monahan, Executive Director, COU to Mrs. M. Paikin, October 9, 1984.

As the master's program in Pastoral Studies is meeting a societal need for pastoral professionals with broad academic backgrounds and practical experience in community-related services, and is clearly unique, Council believes that this program should be funded even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-35
FUNDING FOR THE MASTER'S PROGRAM IN PASTORAL STUDIES AT THE UNIVERSITY OF OTTAWA FOR 1987-88

THAT the MA program in Pastoral Studies at the University of Ottawa be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 6, with a weight of 3, or 1 per term as outlined in the Ministry's *Operating Formula Manual*.

Computing and Information Science (PhD), Queen's University

Council has reviewed the advice of its Academic Advisory Committee regarding Queen's new doctoral program in Computing and Information Science (see Appendix C) and is satisfied that the program meets the first four funding criteria.

It is Council's understanding that a critical shortage of doctoral graduates exists in Computer Science, illustrated by current shortages of faculty in Canadian universities and of qualified research staff in the private sector. Council accepts that there will be an increasing societal demand for doctoral graduates in Computer Science based on the projections of the Natural Sciences and Engineering Research Council of Canada, Snowbird Conference Reports and the Canadian Information Processing Society.

Although there are currently two doctoral programs in computer science in Ontario, Council accepts the Academic Advisory Committee's argument that exceptional circumstances involving societal need exist such that a case for justifiable duplication can be made with respect to this program.

Council acknowledges that the doctoral program at Queen's University is complemented by well established undergraduate and graduate programs in Computing and Information Science.

Given these particular circumstances, Council recommends this program be eligible for formula support, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-36
FUNDING FOR THE DOCTORAL PROGRAM IN COMPUTING AND INFORMATION SCIENCE AT QUEEN'S UNIVERSITY FOR 1987-88

THAT the PhD program in Computing and Information Science at Queen's University be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment from 1986-87 on, be included in the moving average for the university.

Computer Science (MI/MCS), University of Ottawa and Carleton University

Council has examined the advice of its Academic Advisory Committee concerning the new joint master's program in Computer Science offered by the University of Ottawa and Carleton University (see Appendix D) and is satisfied that the program meets the first four funding criteria. Council recognizes a growing demand for highly-trained computer scientists and notes that the need for computer science personnel in the Ottawa region in particular, is expected to increase dramatically into the 1990s. Council believes that this program will address the growing demands of the high-

technology sector for computer scientists. Council notes that the bilingual nature of the program will broaden employment opportunities for francophone students and reduce the considerable shortage of bilingual computer specialists.

Council acknowledges that the joint nature of this computer science program is unique, however, it has found that there is some overlap in course offerings. Council understands that such duplication is being phased out and encourages the elimination of course duplication. Council endorses Carleton and Ottawa's efforts to combine resources and notes that all graduate programs in Science and Engineering at these institutions are now offered jointly.

In light of the above, Council recommends that this program should be funded even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-37
FUNDING FOR THE MASTER'S PROGRAM IN COMPUTER SCIENCE AT UNIVERSITY OF OTTAWA/CARLETON UNIVERSITY FOR 1987-88

THAT the MI/MCS program in Computer Science at University of Ottawa/ Carleton University be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment in each university, from 1986-87 on, be included in the moving average for that university — the program to be in Category 7, with a weight of 4, or 1.333 per term, as outlined in the Ministry's *Operating Formula Manual*.

Actuarial Science (MMath), University of Waterloo

Council has reviewed the advice of its Academic Advisory Committee concerning the University of Waterloo's new master's program in Actuarial Science (see Appendix E). Council is satisfied that the program meets the first four funding criteria.

Council notes that this program will assist in alleviating a current shortage of faculty in Actuarial Science and will increase the level of Canadian research activity in this discipline. A current shortage of actuaries, particularly in the insurance industry, will also be reduced by the graduates of this program.

Council understands that a program devoted exclusively to actuarial science is unique among English-speaking universities and that Waterloo has assembled the largest faculty of Actuarial scientists in North America.

As this program is unique in its exclusive focus on advanced actuarial and related research and is meeting a current and projected demand for actuaries in industry and academia, Council believes that it should be funded even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-38
FUNDING FOR THE MASTER'S PROGRAM IN ACTUARIAL SCIENCE AT THE UNIVERSITY OF WATERLOO FOR 1987-88

THAT the MMath program in Actuarial Science at the University of Waterloo be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 6, with a weight of 3, or 1 per term as outlined in the Ministry's *Operating Formula Manual*.

Social Anthropology (PhD), York University

Council has reviewed the advice of its Academic Advisory Committee regarding the new doctoral program in Social Anthropology at York University (see Appendix F). Council endorses the Committee's findings that the program does not meet all of Council's funding criteria.

Accordingly, Council *recommends to the Minister:*

OCUA 85-39
FUNDING FOR THE DOCTORAL PROGRAM IN SOCIAL ANTHROPOLOGY AT YORK UNIVERSITY FOR 1987-88

THAT the PhD program in Social Anthropology at York University be deemed ineligible for formula support.

II. Existing Graduate Programs

In Advisory Memorandum 83-VIII, Council indicated that funding should be withdrawn from any existing graduate program which failed:

a) to be of acceptable academic quality, as certified by the Council of Ontario Universities (COU), and/or
b) to meet a justifiable need.[2]

In the 1984-85 annual report of the Ontario Council on Graduate Studies one program was reported in the "d" category and two programs were withdrawn from the appraisal process at the request of the university involved. In the case of these three programs, as COU cannot verify that they are of acceptable academic quality, Council believes that it must recommend that funding be withdrawn.

Accordingly, Council *recommends to the Minister:*

OCUA 85-40
FUNDING FOR THE MASTER'S PROGRAM AND DOCTORAL PROGRAM IN PHARMACOLOGY AT THE UNIVERSITY OF OTTAWA AND THE DOCTORAL PROGRAM IN ADULT EDUCATION AT THE UNIVERSITY OF TORONTO (OISE)

THAT enrolment in the MSc and PhD programs in Pharmacology at the University of Ottawa and the PhD program in Adult Education at the University of Toronto (Ontario Institute for Studies in Education) be deemed ineligible for formula support, commencing in 1986-87.

Trent University

It has been understood by Trent University that, as part of the process of differentiation in the graduate program area, single discipline graduate programs would be discontinued as soon as commitments to current students were met.[3] Concerning the progressive elimination of single discipline graduate programs in Chemistry, Physics and History, it should be noted that there is now no enrolment in Chemistry and Physics and that the sole remaining History graduate student will convocate in the Spring of 1986.

In order to complete the differentiation process with respect to graduate program offerings at Trent, Council recommends that funding for these three programs be discontinued.

Accordingly, Council *recommends to the Minister:*

2. Ontario Council on University Affairs, *Tenth Annual Report,* 1983-84, p. 74.
3. Graduate programs in Anthropology and Watershed Ecosystems/Freshwater Science are exempt from this provision.

OCUA 85-41
FUNDING FOR THE MASTER'S PROGRAMS IN CHEMISTRY, PHYSICS AND HISTORY AT TRENT UNIVERSITY

THAT enrolment in the MSc programs in Chemistry and Physics and the MA program in History at Trent University be deemed ineligible for formula support, commencing in 1986-87.

Council will continue to monitor the quality of, and the need for, existing funded graduate programs, and will advise accordingly each year.

M. Paikin
Chairman

February 21, 1985

Appendix A

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Master of Management Studies (M.M.S.), Carleton University - New Graduate Program Considered for Formula Funding

On June 29, 1985, Carleton University requested that Council consider for funding approval its new Master of Management Studies program. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (February, 1985), and, at the time of appraisal, did not require any improvements.

2. Need

In assessing the societal need for the program, the Committee noted that the focus of the program will be on applied research directed toward developing productivity and innovation in Canadian business. Students in the program will develop, through their course work and thesis, the applied research skills required to undertake, manage and evaluate business research and will be prepared for managerial and policy roles in Canadian business. The Canadian technology industry is expected to be the main beneficiary of this new graduate program in management.

The Committee examined documentation from Carleton University which provided evidence of considerable support for the M.M.S. program from high technology firms located in the Ottawa-Carleton region. This support was documented in terms of: a) letters from private industry and research institutes; b) industry and government's willingness to provide M.M.S. students with suitable environments in which to conduct their research studies; and c) donations of computer hardware and software.

The many strong letters of support for the M.M.S. program received by the School of Business at Carleton attest to the need for research-oriented business graduates. Firms operating in the technology sector in particular have indicated that the kind of applied research skills developed by this new graduate program are essential for their future survival and expansion.

Many companies have expressed their eagerness to provide suitable environments for M.M.S. students during the research/thesis stage of the program and the School of Business has developed a number of links with both private industry and government in order to provide a variety of research opportunities for its graduate students. According to the university, the type of research undertaken will focus on the following areas: management of high technology firms; management of technical innovation in organizations; and management of the social impact of high technology. Students who entered the program in September, 1985 are planning to proceed with thesis work in a number of areas:

> . . . decision making and control in multinational high technology firms; management of technological transfer between Canada and countries in the Pacific rim; financing the growth of advanced technology firms; consumer attitudes toward productivity software tools; management of computer integrated manufacturing systems; management of process technologies and the effectiveness of introducing fourth generation document tracking systems in government organizations.[1]

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1. Carleton University, *Response to OCUA Request for Additional Information,* October 25, 1985, p. 4.

Further evidence of private sector support is demonstrated by the announcement by Hewlett-Packard (Canada) Ltd. that it will donate an HP-3000 Series III Super Mini Computer (value of hardware and software approximately $220,000) to the School of Business for the purpose of providing M.M.S.-related research with adequate computing support.

The overwhelmingly positive response from both government agencies and departments and private industry to the M.M.S. program has convinced the University of the need for graduates with business research skills.

> We now know, from actual experience, that the demand in the Ottawa-Carleton region alone for research-oriented business graduates is much greater than we can hope to produce through this program over the next few years.[2]

Carleton University announced in March 1985 that the School of Business would be offering the M.M.S. program beginning the following September. Despite this late announcement the School had responded to over 400 requests for information by September. The enrolment target for the first year of operations was set at 5 full-time and 2 part-time students. However, the student demand for the program exceeded expectations and the School of Business admitted 9 full-time and 2 part-time students for the 1985-86 academic year. Although most were qualified, 19 applicants were denied admission to the program. Carleton encountered no difficulty in attracting outstanding students in the first year of the program and a very high demand is anticipated for entry to the program in September, 1986.

The Committee is satisfied that there is both a societal need and student demand for the program.

3. Uniqueness

The Carleton program is unique among graduate business programs in Ontario in terms of its research orientation and its concentration on productivity, innovation and high technology research problems. The Master of Management Studies differs from the existing MBA programs offered in the Province. The MBA programs commonly include coverage of much of the material found in 3rd and 4th year courses in undergraduate business/commerce programs, have little or no research component, do not require a thesis and are designed to accommodate students who have no academic background in business. The M.M.S. program is a research-oriented program with a thesis requirement and is restricted to students who have completed undergraduate studies in business/commerce or its equivalent. While the MBA programs are designed to fit existing professional requirements of the Canadian business community, the focus of the M.M.S. is on research and analysis on productivity and innovation in that same sector.

4. Aims, Objectives and Existing Strengths

The Master of Management Studies program will complement the existing strengths of Carleton's other graduate programs (Engineering, Computer Science and International Affairs) which give special emphasis to technology, productivity and innovation. The M.M.S. program is included in Carleton University's five-year graduate plan and the Committee is satisfied that the program is consistent with the aims, objectives and existing strengths of the University.

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2. *Ibid.*, p. 4.

5. Funding

The Committee, therefore, recommends to Council that:

the master's program in Management Studies at Carleton University be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
November 20, 1985

Appendix B

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Arts in Pastoral Studies (M.A.), University of Ottawa — New Graduate Program Considered for Formula Funding

On July 31, 1985, the University of Ottawa requested that Council consider for funding approval the Master's program in Pastoral Studies offered at St. Paul University. Saint Paul University has been federated with the University of Ottawa since 1965, prior to which date the two institutions formed one university. By virtue of that federation, St. Paul University civil degrees are conferred jointly with the University of Ottawa. The M.A. program in Pastoral Studies is offered by St. Paul University under the jurisdiction of the graduate school of the University of Ottawa and is subject to the rules and regulations thereby implied.

Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (December, 1980), and, at the time of appraisal, did not require any improvements.

2. Need

In its submission, St. Paul University describes pastoral studies as "the means of educating people in pastoral ministry — the services of the churches for their own growth and the well-being of society".[1] The submission goes on to state that "the churches are a significant component of modern Canadian society and their needs are part of societal need."[2] The M.A. in Pastoral Studies is intended to respond to the contemporary needs of the churches in modern society and, according to the University, the needs can be described on three levels:

> Firstly, the need for an applied theology which would be rigorous in its critical attention to contemporary manifestations of religious and church behaviour. Secondly, the need for the methods and insight of the human sciences in understanding the place and functioning of the churches in society. In particular, the training of church leaders in the use of empirical method in their practice of ministry is a need worthy of special mention. Thirdly, the need to incorporate professional models of training for persons engaged in people care work.[3]

The M.A. in Pastoral Studies attempts to focus on these levels of need in its training of general practitioners in ministry, teachers, family and community workers and health care workers. The University, in its submission, claims that the program meets a societal need:

> . . . not only by providing a new model of training for the churches' own betterment and role in society, but also produces a caring professional whose activities are apt for other areas of service.[4]

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1. *Request for Funding, M.A. Programme in Pastoral Studies, University of Ottawa and Saint Paul University,* July 31, 1985, p. 1.
2. *Ibid.,* p. 1.
3. *Ibid.,* p. 2.
4. *Ibid.,* p. 2.

The M.A. in Pastoral Studies is aimed at producing pastoral professionals whose knowledge and abilities are relevant to many areas of service to the community.

In assessing the need for the program, the Committee accepted the arguments put forward by St. Paul University with respect to the contemporary requirements of the churches in modern society, that these needs are part of societal need and that the M.A. in Pastoral Studies is designed to respond to the changing demands placed on the churches. The Committee was particularly impressed by the number and character of the students seeking the M.A. in Pastoral Studies. A total of 113 students, 91 full-time and 22 part-time, are enrolled in the program for 1985-86. A similar number has been enrolled each year since the M.A. began in 1981-82. During this period St. Paul University has documented a ratio between 2:1 and 3:1 of applicants to spaces available in the program. The majority of students accepted into the program are people already qualified and employed as pastoral workers (i.e. priests, pastors, pastoral assistants), teachers, family service agents or health care professionals. Of the 264 students who have been enrolled in the program since its inception in 1981, 38% were pastoral workers, 19% were teachers, 9% were social workers, and 8% were nurses. The average age of the students has usually been above thirty and for several years approached forty.

The Committee believes that the character of the student population, the high student demand for the program and the program's consistently high enrolment levels provide clear evidence of the need for the M.A. in Pastoral Studies.

3. Uniqueness

The M.A. in Pastoral Studies is intended to provide applied training for pastoral practice. This is achieved through a program of study which is both academic and professional. Candidates for the M.A. in Pastoral Studies at St. Paul University must concentrate in one of four areas of specialization:

a) General Ministry;
b) Counselling Ministry;
c) Pastoral Groupwork in Family and Community; and
d) Pastoral Care in Health Care Services.

A student must complete 68 credits in the concentration chosen, including: 36 in Theology and Social Science course work; 24 in the Practicum; and either 8 or 4 in one of the research options or in additional electives depending on the research option chosen. The academic courses which comprise the Pastoral Studies program are taken from the disciplines of theology, psychology, and sociology. While the disciplines are distinct, their orientation is pastoral:

> In pastoral studies, theology examines the contemporary faith, religious experience, and practices of the churches in terms of their biblical, ritual, and systematic expression and grounding. The social sciences address the same field of experience as part of the wider fabric of human experience and behaviour. Together they illuminate what is happening in the life of the churches in contemporary society.[5]

The professional dimension of the program is found in the practicum. Its goal is to prepare a practitioner or pastoral professional by developing the necessary skills and attitudes through intensive field experience, training and supervision. The practicum involves, in total, 1,028 hours through the duration of the student's program. The settings for the field experience include church-related and social service institutions and St. Paul University's fully equipped Centre for Counselling and Pastoral Services.

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5. University of Ottawa and St. Paul University, *Response to OCUA Request for Additional Information,* September 30, 1985, Part II, p. 2.

In assessing the uniqueness of this program the Committee examined the more traditional theology programs offered in the Province. These programs tend to be either academic *or* professional in their orientation. The academic programs in theology often constitute one faculty and involve a number of specializations such as biblical studies, historical theology, dogmatics, systematics, theological thesis, etc. The professional programs in theology combine applied theology with experiences in supervised practice. In its submission, St. Paul University highlights what, in its view, are the major differences between the more traditional theology programs and the Pastoral Studies program.

> The academic type theological programs have no practicum and hence make no professional claims. The M.Div. type programs do have a field experience component and some training. They lack the multi- and inter-disciplinary courses of our Pastoral Studies which undergird our practicum; they lack our research component which teaches our students to develop and evaluate empirically and experientially the skills, attitudes and patterns of growth characteristic of the practicum. In the Ottawa program, the number of credits — 68, all in pastoral studies over five trimesters with a research project or thesis — is unique.[6]

The Committee recognizes that, unlike any other theological program in the province, the M.A. in Pastoral Studies has been unconditionally approved by the Ontario Council on Graduate Studies. In addition, the program is offered by St. Paul University under the jurisdiction of the University of Ottawa's School of Graduate Studies. Until the program had been appraised and approved by OCGS, it was treated as all other theological programs in denominational institutions, as an undergraduate program. These factors alone place the program in a unique position among theological colleges in Ontario.

Finally, the Committee notes that another unique feature of the M.A. in Pastoral Studies lies in its bilingual nature. Students may take courses in the language of their choice and the program exists completely in both languages with the exception of the Health Care concentration which is offered only in English.

The Committee is satisfied that the program is unique.

4. Aims, Objectives and Existing Strengths

The program's religious focus and bilingual nature are entirely consistent with the aims and objectives of the University of Ottawa. The program has been offered by the Institute of Pastoral Studies at St. Paul University since 1981-82 and the requisite teaching staff and other resources are presently in place.

5. Funding

The Committee, therefore, recommends to Council that:

> the master's program in Pastoral Studies at the University of Ottawa be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
November 20, 1985

6. *Ibid.*, p. 3.

Appendix C

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Computing and Information Science (Ph.D.), Queen's University - New Graduate Program Considered for Formula Funding

On September 3, 1985, Queen's University requested that Council consider for funding approval its new doctoral program in Computing and Information Science. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (June, 1985), and, at the time of appraisal, did not require any improvements.

2. Need

In assessing the need for this program the Committee relied on documentation provided by Queen's University and the Canadian Information Processing Society.

The urgent need for doctoral graduates in Computer Science has been documented in recent Snowbird reports. The Snowbird Conference is a biennial meeting held in Snowbird, Utah, organized by the Computer Science Board and attended by Chairmen of Ph.D.-granting Computer Science Departments in both the United States and Canada. The 1980 Snowbird Report, "A Discipline in Crisis" focused on the severe manpower shortages in the computing science field and stated that the shortfall was most acute at the Ph.D. level, with the current supply of new Ph.D. graduates in Canada and the United States being approximately 15% of the demand. The report warned that:

> Unless the trend reverses, we will soon lose our lead in computer technology because we cannot train enough computer experts and because we cannot conduct the basic research to ensure a continuing supply of new concepts for the long term future. Some of the symptoms of the crisis include:
>
> > About 200 new PhDs graduated in 1979 (down from 256 in 1975) as compared with 1300 positions seeking PhDs.
> >
> > Fewer than 100 new PhDs sought academic positions as compared with over 600 academic positions known to be open.[1]

A subsequent report which followed the 1982 meeting concluded that the critical situation had not yet been ameliorated and that while Ph.D. graduates in computer science were being produced at a rate of 250 per year, the number of openings for doctoral graduates remained at approximately 1,300.

The significant problems associated with recruiting qualified faculty is linked to the insufficient number of graduate students completing Ph.D. programs each year. Data gathered at the 1984 Snowbird Conference indicated that:

> There were over 200 vacancies last academic year in the 56 departments reporting out of 91 Ph.D.-granting departments in North America, a figure that has remained relatively unchanged for the past several years. Many of these 250 accepted positions in industry; a significant percentage was foreign students who returned to their native countries. The issue is clear. There were

1. The 1980 Snowbird Report — A Discipline in Crisis, *Communications of the ACM,* June 1981, p. 2.

> far fewer Ph.D.'s granted than were needed to fill the positions reported, disregarding the remaining 35 Ph.D.-granting departments and the hundreds of other academic positions seeking Ph.D.-level faculty to teach computer science courses in departments offering MSc, BSc, and other degrees.[2]

In Canada there were 50 faculty vacancies in Canadian university computer science programs in 1984. However, only 23 new Ph.D.s were produced in 1982/83. Given that some of these Ph.D.s were attracted to academic positions in the United States, the shortfall becomes even more severe for academic positions alone without considering the requirements for doctoral graduates in both industry and government.

Queen's University provided the Committee with information contained in a recently prepared review of "Research Talent in the Natural Sciences and Engineering, Supply and Demand Projections to 1990" undertaken by the Natural Sciences and Engineering Research Council of Canada. The report documents a range of expected projections. Using a very conservative growth projection for the Canadian economy, a significant shortage (approximately 30) of doctoral graduates for the Physical Sciences and Mathematics (includes computing) is anticipated during the next five years. The shortfall becomes larger (approximately 200-300) assuming greater increases in economic growth and research and development. The report states conclusively that:

> . . . any attempt to increase R & D expenditure as a percentage of GNP (GERD/GNP) will be severely limited by a shortage of skilled manpower. Furthermore, to achieve any reasonable levels of national R & D literacy during the 1990s, the process of building for that growth must begin now.[3]

The Committee consulted with the Canadian Information Processing Society (CIPS) on the societal need for doctoral graduates in Computer Science. In supporting the evidence contained in recent Snowbird reports documenting the urgent need for Ph.D. graduates, CIPS states that:

> . . . if there is an error, it is in understating the size of the problem. In our visits to Canadian Universities, we have encountered a consistent requirement for PhD.'s to fill academic positions, and the expressed concern about the lack of suitable candidates. Some Computing Science department chairmen have also expressed concern about the new PhD. graduates being attracted by the higher salaries and interesting projects available in private industry. This situation is certainly true at the present time. There are not enough PhD.'s in Computer Science being produced in North America.[4]

With respect to the long-term employment outlook for doctoral graduates CIPS acknowledges that the situation is more uncertain since it involves industry projections, however, it is their belief that:

> . . . the industry is going to grow more rapidly than the Universities can increase their capacity to produce PhD. graduates in Computer Science. The current shortage is likely to become worse in the longer term — not better. For these reasons, CIPS supports an increase in good PhD. programs in Canada.[5]

Queen's University has indicated that the demand from its students for a doctoral program has been significant. Despite the late date of approval for the implementation of the doctoral program there were six qualified applicants for Ph.D. study to begin in September and two were admitted to the program. The master's program in computer science at Queen's is the largest and best developed in Ontario with 52 full and

2. The 1984 Snowbird Report — Future Issues in Computer Science, *Communications of the ACM,* May, 1985, p. 491.
3. Natural Sciences and Engineering Research Council of Canada, *Completing the Bridge to the 1990's,* June, 1985, p. 129.
4. Letter from Mr. Gary D. Hadford to Mrs. M. Paikin, November 27, 1985.
5. Letter, November 27, 1985.

part-time students enrolled in 1984-85. In light of the size of the existing master's program and the application pressure experienced thus far, Queen's should have no difficulty in meeting the planned enrolment targets of 7 in 1986/87 and 15 in 1987/88.

There are presently two doctoral programs in computer science in Ontario, at the Universities of Toronto and Waterloo. The enrolment in the Toronto program is currently at 68 (58 FT and 10 PT) students and, at present, 15 new Ph.D. students are accepted into the program each year. The Department of Computer Science at the University of Toronto reports that the doctoral program is at full capacity and there are no plans to accommodate increases in doctoral enrolment over the short-term. Enrolment in the doctoral program at the University of Waterloo is currently at 52 (47 FT and 5 PT) students and approximately 15 new Ph.D. students are admitted to the program each year. The Department of Computer Science at Waterloo has indicated that it could accommodate 2-3 more new admissions each year to the doctoral program for the next few years.

The Committee does not consider the unused capacity at Waterloo to be a negative factor in its determination of the need for the new doctoral program at Queen's. The Committee notes that the Queen's program will be small in comparison to the existing doctoral programs at Toronto and Waterloo. The demand from students for the Queen's program appears to be solid and the evidence in support of the need for more doctoral graduates in computing science is very strong.

The Committee is satisfied that there is both a societal need and student demand for the program.

3. Uniqueness

The proposed Queen's program, like the programs at Toronto and Waterloo, is comprehensive in nature and there will be some overlap with the existing programs. While acknowledging that there will be some duplication, the Committee is persuaded by the considerable evidence which suggests not only that the demand today for Ph.D. graduates is substantial but that computing science and computing technology are growing very rapidly and the need for doctoral graduates in this field will continue far into the future.

Given the situation with respect to the societal need for doctoral graduates in computing and information science, the Committee believes that this is a case of justifiable duplication.

4. Aims, Objectives and Existing Strengths

The Department of Computing and Information Science at Queen's offers an undergraduate program and master's program which are both well established. The Department has developed strong relationships and collaborative research projects with the Departments of Mathematics and Statistics, Electrical Engineering, Psychology, Physics, Chemistry and the Faculty of Medicine. The program is included in the five-year graduate plan of the University and is entirely consistent with the aims, objectives and existing strengths of the University.

5. Funding

The Committee, therefore, recommends to Council that:

> the doctoral program in Computing and Information Science at Queen's University be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
December 18, 1985

Appendix D

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Master of Computer Science (M.I. or M.C.S.), University of Ottawa and Carleton University — New Joint Graduate Program Considered for Formula Funding

On January 14, 1985, Carleton University and the University of Ottawa requested that Council consider for funding approval their joint master's program in Computer Science. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (June, 1982), and, at the time of appraisal, did not require any improvements.

2. Need

The Committee notes that the joint master's program in Computer Science which began enrolling students in September of 1982 was developed partially in response to the report of the Advisory Committee on Academic Planning (ACAP) in 1975 on mathematical science programs. One of the recommendations contained in the report called for Carleton University and the University of Ottawa to initiate "long range plans for developing a comprehensive joint program of academic work in Computer Science for the Ottawa area."[1]

In assessing the societal need for this program the Academic Advisory Committee recognized that the National Capital Region contains a heavy concentration of computer-based enterprises and has developed into a principal centre of high technology in Canada. The Committee examined the results of a 1983 survey undertaken by the Faculty of Engineering at Carleton University to determine the professional skills requirements of the high-technology sector in the Ottawa area for the decade 1983-1993. The survey indicated that the forecasted need for computer science personnel in the Ottawa region will grow from the approximately 1,400 employed in 1983 to approximately 7,000 in 1993. Given the dynamic nature of the high technology industry the results of the survey can only be considered as a rough estimate of future demand. However, the data clearly indicate that the demand for highly-trained computer scientists is growing and will continue to grow throughout the next decade.

The Committee was also provided with letters from government agencies and departments and private industry indicating their strong support for the joint master's program in Computer Science. The letters expressed, in very definite terms, the urgent need for trained computer scientists to provide much needed expertise in the high technology sector.

In addition to addressing, generally, the growing demand from the high technology sector for computer scientists, the joint master's program offered at Carleton/Ottawa will, because of its bilingual nature, also meet the specific needs of the francophone students of Ontario and will help to alleviate the shortage of bilingual computer specialists which currently exists in Canada.

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1. Council of Ontario Universities, *Perspectives and Plans for Graduate Studies*, Mathematical Sciences, 1975, p. 4 of the Advisory Committee on Academic Planning Report.

There has been a consistently strong demand for the program since its inception in 1982. Enrolment in the program has increased from 10 students in 1982 to 49 for the 1985/86 academic year. In addition, application statistics reflect a steady increase in the demand from students for entry to the program and indicate a high ratio each year of qualified applicants to spaces available in the program. The current enrolment is split evenly between the two universities (24 at Carleton and 25 at the University of Ottawa) and approximately 50% of the students enrolled are part-time students currently employed in government and local industry.

On the basis of this evidence the Committee is satisfied that there exists both a societal need and student demand for this program.

3. Uniqueness

At present, McMaster, Queen's, Toronto, Waterloo and Western all offer master's programs in Computer Science. In light of the strong societal need for this program, uniqueness is not considered to be crucial. However, the Committee notes that the program offered at Carleton/Ottawa combines the strengths of two participating universities and is the first joint graduate program in Computer Science to be offered in Canada. As noted earlier, the program is bilingual and enables students to meet all of their academic requirements in either French or English.

4. Aims, Objectives and Existing Strengths

Both Carleton and Ottawa have committed substantial resources to the program since its inception in 1982 and all of the requisite strengths are clearly in place. The master's program in Computer Science provides evidence of the serious commitment that Carleton and Ottawa have made to combining their resources in Science and Engineering and to the growing field of high technology. This commitment is further demonstrated by the involvement of both institutions with the Ottawa-Carleton Research Institute. The institute is a non-profit research cooperative set up to provide industrial/academic collaboration in the high technology fields of micro-electronics, communications and computers. The Master's program in computer science is an integral part of the work undertaken at the institute.

The program has appeared in each institution's five-year graduate plan and the Committee is satisfied that the program is consistent with the aims, objectives and existing strengths of Carleton University and the University of Ottawa.

5. Funding

The Committee, therefore, recommends to Council that:

the joint master's program in Computer Science at Carleton University and the University of Ottawa be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
November 20, 1985

Appendix E

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Mathematics in Actuarial Science (M.Math.), University of Waterloo — New Graduate Program Considered for Formula Funding

On December 5, 1984, the University of Waterloo requested that Council consider for funding approval its new Master's program in Actuarial Science. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (November 1983), and, at the time of appraisal, did not require any improvements.

2. Need

In examining the need for this program, the Committee has relied on documentation from the University of Waterloo and the Canadian Institute of Actuaries.

Actuaries are expected to be experts in the theory and practice of statistics, especially those relating to mortality, sickness, retirement and unemployment. As one would expect, then, the proposed master's level courses cover the above areas, including pricing and valuation, investment, risk selection and theory, taxation and casualty insurance. Students are required to achieve standing in at least eight one-term courses plus a major graduate essay. At least four courses in Actuarial Science are required. A thesis may replace some of the course requirements and a student's elective courses are chosen in consultation with a faculty advisor. These electives may be drawn from such departments as computer science, combinatorics and optimization, statistics, health studies, management science and economics. A co-op component will be introduced shortly. Students may enrol in the program on a full-time or part-time basis.

The university has designed the program to cater to four potential student groups:

(i) Graduates of actuarial programmes from Waterloo or other universities .
(ii) Students from disciplines other than actuarial science, who wish to obtain actuarial education.
(iii) Foreign students from countries that have no or few actuarial education programmes.
(iv) Persons already in the profession who wish to obtain additional specialized education either on a full-time or part-time basis. (There are currently more than 100 non-degree students in Waterloo's graduate courses.)

The University describes the program as being intended to:

> . . . provide advanced university-based training in actuarial science. As well as providing academic training which will aid the student in meeting professional requirements, the programme will go much further. The courses will be at a high academic level and acquaint the student with recent advances and research activities in actuarial science. Due to a rapidly changing financial environment, insurance, pensions and other financial security programmes are constantly under pressure to change to meet current needs. Both Provincial and Federal governments are involved in the regulation of insurers and

> pension plans and many of the items of concern in this regulatory process are actuarial in nature. The public interest is best served if actuaries, whether regulators or in industry, have extensive technical skills and are familiar with the latest developments in their field. The programme being proposed is an effective way to provide future practitioners with the requisite skills and knowledge.[1]

The University estimates that graduates of this program will be highly qualified for employment now and in the future. The University also notes that there is a shortage of faculty members in Actuarial Science who hold doctoral degrees and that, therefore the

> . . . profession has failed to maintain a level of research activity comparable to related professions such as accountancy. A higher level of research activity can be one of the benefits of an academically strong, professionally oriented graduate programme.[2]

Increased research activity is perceived as a desirable side-effect of the program as well as possibly encouraging more academically oriented students to pursue advanced level work in the field . The primary goal of the program, however, is to prepare students for employment in actuarial work in industry.

There are six existing graduate statistics courses in the Actuarial Science program whose course content is fairly directly related to six of the professional examinations administered by the Canadian Institute of Actuaries. There are at present ten such qualifying examinations, but graduates of an undergraduate program in Actuarial Science are usually prepared for writing only four or five of the ten. If all ten are passed successfully, then one becomes a fellow of the Institute. Students prepare for the other six examinations on a self-study basis or by enrolling in extension courses at Waterloo. So that students in the master's program in Actuarial Science do not become too narrowly specialized and so that some research-oriented work and work in related fields such as Computer Science, Statistics, Combinatorics and Optimization, Mathematics and Economics may be undertaken, students in the program are allowed to take only two of the six courses whose content is most directly related to the Institute's examinations. Students would, therefore, be able both to explore a particular area within actuarial science through a graduate essay or thesis and also to be exposed to a broad range of advanced course work in actuarial science and several related fields.

This program orientation, according to the Institute, will make graduates "much more employable."[3] At the same time, until the program has been able to establish a track record of achievement, it is likely that the great majority of students will probably continue to pursue fellowship in the usual manner, i.e., by proceeding directly after undergraduate studies to study exclusively for the Institute's final examinations. However, as the University has been receiving approximately over 350 inquiries per year about the possibility of pursuing graduate level work in Actuarial Science and as more than 100 non-degree students each year enrol in Waterloo's extension courses in Actuarial Science, it is likely that there will be a suitable pool of candidates for the program — enough to sustain a projected steady-state enrolment of 10-15 students per year. At present 5 students are enrolled in the program.

The Committee consulted with the Canadian Institute of Actuaries on the societal need for the program. The Institute supplied the Committee with its 1983 *Report on the Future Need For Actuaries*, which indicated a general societal need for actuaries, based on responses from 77 companies (mainly insurance). This employment survey projected a need for 357 more fellows, Canada-wide, by 1987, with a need for an additional 268 fellows required by 1992.

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1. Addendum to *Proposal for a Master of Mathematics Programme in Actuarial Science,* University of Waterloo, 1984, p. 1.
2. *Proposal for a Master of Mathematics Programme in Actuarial Science,* University of Waterloo, 1984, p. 1.
3. Letter from Mr. Colin E. Jack to Mrs. M. Paikin, February 18, 1985.

As well, there will be a need for 126 additional non-fellows (i.e. those who have not yet successfully passed all ten qualifying examinations) by 1987 and an additional 128 by 1992. A large percentage of this demand will likely come from insurance firms based in Ontario — 66% of the demand for fellows and 60% of the demand for students.

In addition, the Institute argues in its letter that insurance companies "can only maintain their competitive edge if they have access to new practical actuarial research such as would arise from the proposed program at Waterloo."[4]

On the basis of this evidence, the Committee is satisfied that there is a student demand and societal need for this program.

3. Uniqueness

Though some other universities in the province, notably the University of Western Ontario, provide some graduate-level courses in Actuarial Science within Statistics departments, only the University of Waterloo, among English-speaking universities, has a program devoted exclusively to Actuarial Science.

The Committee is satisfied that this program meets Council's uniqueness criterion.

4. Aims, Objectives and Existing Strengths

Waterloo has an undergraduate program in Actuarial Science with several options, including a co-op option. The university has chosen to build up a large faculty group in Actuarial Sciences — eight professors. This constitutes the greatest concentration of faculty resources in this area in North America.

The program is included in the University's five-year graduate plan and is consistent with the aims, objectives and existing strengths of the University.

5. Funding

The Committee, therefore, recommends to Council that:

the Master's program in Actuarial Science at the University of Waterloo be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
Octboer 2, 1985

4. Letter, February 28, 1985.

Appendix F

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Social Anthropology (Ph.D.), York University — New Graduate Program Considered for Formula Funding

On July 31, 1985, York University requested that Council consider for funding approval its new doctoral program in Social Anthropology. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (July, 1984), and, at the time of appraisal, did not require any improvements.

2. Need

In its submission York University noted that the primary focus of its doctoral program in Social Anthropology is "the study of contemporary complex societies, defined as the study of social interrelationships in modern nation states with an emphasis on modern urban and ethnic studies."[1] According to York, graduates from this program will not only be qualified to teach at the university level but will be well-suited to undertake policy-oriented research positions in government and social service agencies or become self-employed consultants. In assessing the societal need for graduates from this program the Committee examined closely the supporting documentation provided by York regarding the availability of both academic and non-academic positions for Ph.D. graduates in Anthropology.

With regard to the availability of academic positions in Anthropology at Canadian universities, York estimated that on average approximately 17 full-time university teaching positions are available each year, although some may be replacement positions. In view of the Advisory Committee on Academic Planning (ACAP) report in 1974 on Anthropology programs which estimated the number of university positions available as 10-20 each year, the Committee not only accepted York's estimate as reasonable, but considered it to be an indication that the number of academic openings has remained relatively constant over the past decade.

The ACAP report on Anthropology also stated that "at this moment, Canadian universities are not completely supplying the demand but should within the next few years as people presently in the Ph.D. stream complete their degrees."[2] The Committee found this statement particularly interesting considering that the output of Ph.D. graduates in Anthropology from Canadian universities has increased significantly during recent years with 119 students graduating between 1979 and 1983 as compared to 73 Ph.D.'s produced during the previous five-year period 1974-1978. The substantial increase in the number of Ph.D. graduates coupled with the fact that the number of academic openings in Anthropology has appeared to remain relatively stable during the past decade suggests to the Committee that the slight demand for Ph.D.'s which existed in 1974 has been met and that Canadian universities are now supplying enough doctoral graduates in Anthropology to meet the demand for faculty at the university level. In addition, data provided by Statistics Canada regarding the age profile of

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1. *Request for Funding, Ph.D. Program in Social Anthropology, York University,* July 31, 1985, p. 1.
2. Council of Ontario Universities, *Perspectives and Plans for Graduate Studies — Anthropology,* 1974, p. 19 of the Advisory Committee on Academic Planning Report.

Anthropology faculty at Canadian universities indicate that the discipline will not begin to experience significant retirements until the years 2000-2005. The Committee, therefore, is not convinced that either a current or anticipated need exists for additional Anthropology faculty at Canadian universities.

With respect to non-academic opportunities for anthropologists, the Committee notes that the federal and provincial governments currently employ very few anthropologists. Information provided by York reveals that in 1982, only 58 Federal public servants held Anthropology degrees and of this number only 11 had earned a Ph.D. Although York states that more employment can be anticipated "once anthropologists have made some inroads into the Public Service"[3], the Committee was not provided with any evidence which would suggest that the present situation is about to change.

According to York, the largest non-academic market for anthropologists is in the area of private consulting. York states in its submission that:

> The latent demand for consultants is very high but this has only recently focussed on anthropology because heretofore anthropologists have not created or designed models of activity that potential employers could use. This situation is changing as anthropologists themselves realize that they have much to offer the private sector.[4]

The Committee found these comments to be very similar to statements made in 1974 in ACAP's report on Anthropology. In assessing the employment opportunities for anthropologists, ACAP stated at the time that:

> Anthropology departments also have to work in the direction of changing the public image of anthropology (largely still that of people engaged in prehistorical research) in order to "sell" employers on the value of having a broadly trained, humanistically oriented social scientist in their organizations. If this were to be encouraged in the next few years, the problem faced by anthropology in getting society at large to accept its degree holder's credentials as a necessary and sufficient basis for employment would, in large part, be alleviated.[5]

The report concluded by commenting that "the major problem is not that anthropological skills are not marketable but that professional competence in the discipline is not yet widely recognized as essential to the organization of many sectors of society.[6]

Although the *potential* may continue to exist today for anthropologists to find suitable employment in non-academic settings, the Committee found little evidence which would suggest that the employment prospects for anthropologists have improved considerably since 1974. The Committee acknowledges that opportunities in non-academic settings do exist for anthropologists. However, there does not appear to be a need for additional Ph.D. graduates in these areas at the present time.

Presently, both the University of Toronto and McMaster University offer doctoral programs in Anthropology. At Toronto a total of 62 students is enrolled in the Ph.D. program for 1985-86 with 28 students specializing in Social/Cultural Anthropology. Doctoral enrolment in Anthropology at Toronto has declined from 1981-82 and 1982-83 levels which were 89 and 91 respectively. At McMaster, doctoral enrolment has remained relatively stable during the past five years both in terms of total enrolment (18-24 students) and the number of students specializing in Social/Cultural Anthropology, which have traditionally constituted the majority. Application statistics were

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3. York University, *Response to OCUA Request for Additional Information,* November 19, 1985, p. 6.
4. *ibid.*, p. 4.
5. Council of Ontario Universities, *Perspectives and Plans on Graduate Studies — Anthropology,* 1974, p. 22 of the Advisory Committee on Academic Planning Report.
6. *Ibid.*, p. 23.

also obtained from Toronto and McMaster and these figures do not indicate a growing demand for doctoral education in Anthropology. In light of the above, the Committee believes that the demand from students for doctoral education in Anthropology is presently being met by the two existing programs at Toronto and McMaster.

Given the lack of evidence in support of this program both in terms of employment opportunities (academic and non-academic) and student demand, the Committee is not satisfied that a definite need exists at the present time for an additional funded doctoral program in Anthropology in the province. As the program does not meet, in the Committee's opinion, all of Council's funding criteria for new graduate programs, the Committee, therefore, recommends to Council that:

> the doctoral program in Social Anthropology at York University not be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
January 20, 1986

85-XI Undergraduate Quasi-Professional Program Funding — Computer Engineering (BEng), University of Waterloo

In this memorandum Council offers advice on one new undergraduate quasi-professional program. This program was considered by Council in accordance with the procedures set out in Advisory Memorandum 82-VII and upon the advice received from the Academic Advisory Committee. Council continues the practice, established in Advisory Memorandum 84-VIII, of offering advice on the weight which should be applied.

Computer Engineering, (BEng), University of Waterloo

Council has examined the advice of its Academic Advisory Committee regarding the University of Waterloo's new program in Computer Engineering (see Appendix A).

Council notes the very high enrolment pressures on existing computer engineering programs and computer options of electrical engineering programs. High levels of student demand for these programs are paralleled by industry's strong, steady demand for computer engineering graduates.

Council consulted the Council of Ontario Universities (COU) which, through its affiliate — the Committee of Ontario Deans of Engineering — indicated that there was strong support for another computer engineering program within the Ontario university community. COU also indicated that, due to the high demand for computer engineering graduates, the program at Waterloo would not jeopardize existing programs.

Despite similarities between the Waterloo program and existing computer engineering programs at other universities, Council considers this to be a case of justifiable duplication in light of such support for the program and high demand for its graduates.

This program is consistent with Waterloo's existing strengths in the areas of computer science, engineering and mathematics and will not entail additional expenditures on faculty or facilities.

Council therefore recommends the funding of this program even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-42
FUNDING FOR THE BACHELOR'S PROGRAM IN COMPUTER ENGINEERING AT THE UNIVERSITY OF WATERLOO FOR 1987-88.

THAT the BEng program in Computer Engineering at the University of Waterloo be deemed eligible for formula support beginning in 1987-88 and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 3, with a weight of 2, as outlined in the Ministry's *Operating Formula Manual*.

M. Paikin
Chairman

February 21, 1986

Appendix A

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Computer Engineering (B.Eng.), University of Waterloo — New Undergraduate Professional Program Considered For Formula Funding

On October 4, 1984, the University of Waterloo requested that Council consider for funding approval its new undergraduate professional program in Computer Engineering. In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities (COU) which, in turn, asked for and received advice concerning the proposal from the Council of Ontario Deans of Engineering. Council referred the program and COU's comments to its Academic Advisory Committee and asked for specific advice thereon.

The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

Computer Engineering involves aspects of design, interpretation, implementation and utilization of computers and computer systems within an engineering environment.

The proposed four-year program has been developed from the existing Computer Engineering option within the Electrical Engineering program at Waterloo. This option has been offered since 1980. The proposed curriculum would involve the addition of only two new courses containing material not previously taught. The new program would have courses in common with the electrical engineering stream, but, there would be a greater emphasis on computer hardware and software applications. The program would have a significant laboratory component and would be offered on a co-op basis.

2. Academic Quality of the Program

The Committee notes that the program received Senate approval in June, 1984.

3. Financial Viability of the Program

In its program submission, the University stresses that the program will be funded out of existing resources. Waterloo states that "no additional Provincial funding is sought to expand the facilities."[1] The Committee accepts this statement. First-year intake for the department will remain at 160 students: 80 in the electrical program and 80 in the new computer program. Additional faculty will not be required. The administrative structure of the Department of Electrical Engineering will be reorganized, but not expanded.

4. Projected Enrolment

As mentioned above the first-year intake will remain at 80 students per year.

5. Co-operation with other Post-Secondary Institutions

The potential for co-operation with other institutions was examined, but was found to be unnecessary.

6. Need — Student and Societal Demand

Student demand at Waterloo for the present computer engineering option has been increasing during the past three years, with thirty to forty percent of students entering electrical engineering opting for this stream. COU advises that:

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1. University of Waterloo, *A Proposal For The Establishment Of An Undergraduate Program in Computer Engineering At The University of Waterloo,* October 1984, p. 4.

> Enrolments in computer engineering programs and in computer options of electrical engineering programs continue to experience very high enrolment pressures. It is believed that all such programs in the Province are operating at capacity and that many good students are turned away from these programs each year.[2]

It is unlikely, therefore, acording to COU, that this new program at Waterloo will jeopardize the viability of any existing programs.

In Advisory Memorandum 82-XIII, Council recommended for funding approval Carleton University's new undergraduate program in Computer Systems Engineering due to a strong societal demand for graduates of such a program. COU advises that the deans of engineering are convinced that there continues to be a "marked industrial demand for graduates in Computer Engineering and all indications are that this demand will persist."[3]

The Committee is satisfied that there is a student and societal demand for this new program.

7. Program Uniqueness

The unique feature of the Waterloo program is its co-op nature, but otherwise it is similar to the programs in Computer Engineering at Carleton and McMaster universities. Considering the student demand for such programs (Carleton University reports an entering cut-off grade of 88% for its program), and the societal need, the Waterloo program is an example of justifiable program duplication.

8. Local and Regional Support

Waterloo's reputation for strength in the computer field is well-known. It has attracted new industry to the Waterloo area and has helped to create some new industries and industry-university links through the Corporate Partnership and Industrial Affiliates program. The proposed program is strongly supported by the Industrial Advisory Council of the University of Waterloo and by the University's Co-ordination and Placement department.

9. Institutional Appropriateness

Given Waterloo's clearly established strengths in electrical engineering, the current computer option in that department and collateral strengths in computer science and mathematics, plus solid university-industry linkages, the Committee agrees with the judgment of COU that this is an appropriate institution to house the provinces's third program in computer engineering.

10. Funding

The Committee, therefore, recommends that:

> the University of Waterloo's new program in Computer Engineering be recommended as being eligible for formula funding support.

Academic Advisory Committee
October 2, 1985

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2. Letter from Dr. E. J. Monahan to Mrs. M. Paikin, April 26, 1985.
3. Letter, April 26, 1985.

OCUA Public Meetings 1985-86

OCUA Public Meetings 1985-86

Date	Location and Participants
September 13, 1985	**Lakehead University, Thunder Bay** Lakehead University Laurentian University Algoma University College Hearst University College Nipissing University College
September 20, 1985	**McMaster University, Hamilton** McMaster University Brock University University of Guelph Ryerson Polytechnical Institute
October 3, 1985	**Ontario Council on University Affairs, Toronto** Canadian Organization of Part-time University Students Ontario Confederation of University Faculty Associations Canadian Federation of Students
October 4, 1985	**Ontario Institute for Studies in Education, Toronto** Ontario Institute for Studies in Education Ontario College of Art University of Toronto Confederation of University Staff Associations York University
October 18, 1985	**Wilfrid Laurier University, Waterloo** Wilfrid Laurier University University of Windsor University of Western Ontario University of Waterloo
November 8, 1985	**Carleton University, Ottawa** Carleton University Queen's University Trent University University of Ottawa
November 21, 1986	**Chelsea Inn, Toronto** Council of Ontario Universities

OCUA Recommendations and Government Responses, 1985-86

OCUA Recommendations and Government Responses, 1985-86

Recommendation Number	Title	Response
	Advisory Memorandum 85-I	
85-I	Funding for University Undergraduate Certificate and Diploma Programs	Accepted
85-2	Funding for Certificate Programs at Ryerson Polytechnical Institute	Accepted
	Advisory Memorandum 85-II	
85-3	Differentiation Grant for Trent University 1985-86	Accepted
85-4	Northern Ontario Grants 1985-86	Accepted
85-5	Bilingualism Grants 1985-86	Accepted
85-6	Grant to the Law Society of Upper Canada on behalf of the Bar Admission Course 1985-86	Accepted
85-7	Graduate and Undergraduate BIU Values under the "Old Formula" 1985-86	Accepted
85-8	Base and Moving-Average BIU Values under the "New Formula" for 1985-86	Accepted
	Advisory Memorandum 85-III[1]	
85-9	The Criteria used in Reviewing Requests from Out-of-Province Canadian Institutions for Ministerial Consents Pursuant to the *Degree Granting Act*	Accepted
85-10	The Comparable Academic Standards to be met by all Non-Canadian Institutions requesting Ministerial Consents Pursuant to the *Degree Granting Act*	Accepted
85-11	The Mechanism for Reviewing Requests from Institutions Outside Canada for the Ministerial Consents Pursuant to the *Degree Granting Act*	Not Accepted
85-12	The Criteria used in Reviewing all Requests from Non-Canadian Institutions for Ministerial Consents Pursuant to the *Degree Granting Act*	Accepted

1. See Minister's November 20, 1985 letter which follows this table.

Recommendation Number	Title	Response
	Advisory Memorandum 85-IV[2]	
85-13	Government Operating Grants for 1986-87 to Meet the Cost of Council's Basic Objectives in Funding Provincially-Assisted Universities and their Affiliated Colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College	Not Accepted
85-14	Formula Fee Rates for 1986-87 to Meet the cost of Council's Basic Objectives	Not Accepted
85-15	Level of Support for Major Repairs, Renovations and Replacement Projects in 1986-87 for the Cyclical Renewal of the Existing Capital Stock	Not Accepted
85-16	Level of Support for Deferred Maintenance of Physical Plant in 1986-87	Not Accepted
85-17	Equipment and Library Funding for 1986-87	Not Accepted
85-18	Funding for 1986-87 for the Bar Admission Course	Not Accepted
	Advisory Memorandum 85-V	
85-19	Funding for the Bachelor of Science Program in Physiotherapy at the University of Ottawa for 1987-88	Accepted
85-20	Funding for the Bachelor of Science Program in Occupational Therapy at the University of Ottawa for 1987-88	Accepted
	Advisory Memorandum 85-VI	
85-21	Ontario Graduate Scholarship Awards 1986-87	Not Accepted
85-22	Number of Ontario Graduate Scholarships 1986-87	Accepted
85-23	Institutional Awards	Deferred
85-24	Ontario Graduate Scholarships to Persons on Student Visas	Accepted
	Advisory Memorandum 85-VII[3]	
85-25	University Excellence Fund	Partially Accepted

2. See Minister's October 25, 1985 letter which follows this table.
3. See Minister's March 10, 1986 letter which follows this table.

Recommendation Number	Title	Response
	Advisory Memorandum 85-VIII	
85-26	Differentiation Grant for Trent University 1986-87	Accepted
85-27	Northern Ontario Grants 1986-87	Accepted
85-28	Bilingualism Grants 1986-87	Accepted
85-29	Grant to the Law Society of Upper Canada on behalf of the Bar Admission Course 1986-87	Accepted
85-30	Graduate and Undergraduate BIU Values Under the "Old Formula" for 1986-87	Accepted
85-31	Base and Moving-Average BIU Values under the "New Formula" for 1986-87	Accepted
	Advisory Memorandum 85-IX	
85-32	Compulsory Ancillary Fees	Accepted
85-33	Relationship between Formula Fees and Actual Tuition Fees	Accepted
	Advisory Memorandum 85-X	
85-34	Funding for the Master's Program in Management Studies at Carleton University for 1987-88	Accepted
85-35	Funding for the Master's Program in Pastoral Studies at the University of Ottawa for 1987-88	Accepted
85-36	Funding for the Doctoral Program in Computing and Information Science at Queen's University for 1987-88	Accepted
85-37	Funding for the Master's Program in Computer Science at the University of Ottawa/Carleton University for 1987-88	Accepted
85-38	Funding for the Master's Program in Actuarial Science at the University of Waterloo for 1987-88	Accepted
85-39	Funding for the Doctoral Program in Social Anthropology at York University for 1987-88	Accepted
85-40	Funding for the Master's Program and Doctoral Program in Pharmacology at the University of Ottawa and the Doctoral Program in Adult Education at the University of Toronto (OISE)	Accepted
85-41	Funding for the Master's Programs in Chemistry, Physics and History at Trent University	Accepted
	Advisory Memorandum 85-XI	
85-42	Funding for the Bachelor's Program in Computer Engineering at the University of Waterloo for 1987-88	Accepted

Response to Advisory Memorandum 85-III

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November 20, 1985

Mrs. Marnie Paikin
Chairman
Ontario Council on
University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Mrs. Paikin:

I would like to thank the council for Advisory Memorandum 85-III "The Criteria Used in Reviewing Requests for Ministerial Consents Pursuant to the Degree Granting Act, 1983".

I note that the council has confirmed the principle which has guided the Ministry's policy with respect to the granting of ministerial consents to non-Canadian institutions. That is, Ontario residents who pursue degrees in Ontario which are both offered and conferred by non-Canadian institutions should be assured that such programs of study are of comparable quality to what they would receive if they took the program in the institution's home jurisdiction.

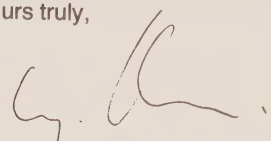
In addition, I concur with the council's view that it would be inappropriate to depend totally on the American regional accrediting associations to enforce the Ministry's criteria. I believe that the primary difficulty relates to the fact that these associations are voluntary rather than regulatory. I am also reluctant to depend totally on the American specialized accrediting associations to enforce Ministry criteria. I have, accordingly, decided to take a somewhat different approach than that suggested by the Advisory Memorandum.

I would like to request that the council assess the application from each out-of-province institution, based upon the criteria in the revised Ministry policy statement. I have enclosed, for your information, a copy of the revised policy statement.

While accreditation, either regional or where possible specialized, will remain as a requirement for American institutions, it will only be a minimum requirement. With respect to Canadian out-of-province institutions, the existing Ministry policy, as endorsed by the council, will be continued, but will serve only as a minimum requirement. I believe that the council can play a valuable role by advising me on whether ministerial consents should be granted to out-of-province institutions.

Thank you, again, for the advice contained in Advisory Memorandum 85-III.

Yours truly,



Gregory Sorbara
Minister

Enclosure

Policy Statement

Section 4 of the Degree Granting Act, which came into force on June 30, 1984, allows the Minister of Colleges and Universities to give written consent to:

(a) a degree-granting institution established outside Ontario to enable it to do any one or more of the things mentioned in clauses 2(a) to (d) of the Act; or

(b) a university established outside Ontario to enable it to do any one or more of the things mentioned in clauses 3(a) to (d) of the Act.

The Minister will consider granting consents to universities and other degree-granting institutions based outside the province following a review of the institution's:

- status in its home jurisdiction and certain accreditation documentation if applicable;
- its proposed degree program and its potential benefit to Ontario residents; and
- its facility in Ontario and library service arrangements.

The following is intended to clarify the Ministry's policy with respect to the granting of these consents:

1. An institution will be considered for a consent only if it is a corporation and is:

   (a) a university or degree-granting institution established in Canada by

      (i) an act of the Parliament of Canada, or

      (ii) an act of a legislature of a province other than Ontario and is a member of the Association of Universities and Colleges of Canada;

      OR

   (b) a university or degree-granting institution established by or under the laws of one of the states of the United States of America, and which:

      (i) is fully accredited by an accrediting agency or association recognized by the United States Secretary of Education, and

      (ii) is offering in Ontario a degree program of study fully accredited by an accrediting agency or association designated by the Minister and recognized by the United States Secretary of Education, and

      (iii) files proof with the Minister, if requested, showing that the accrediting agency or association referred to in subclause (ii) has certified that the degree program offered in Ontario meets the same standards that apply to such degree programs offered in the United States of America with respect to admission requirements, curricula, qualifications of faculty, hours of instruction, access to library and laboratory facilities, and requirements for graduation, and

      (iv) files proof with the Minister, if requested, showing that the accrediting agency or association referred to in subclause (ii) has conducted a recent inspection of the premises and training facilities where the degree program is offered in Ontario;

   OR

   (c) a university or degree-granting institution established under the laws of any jurisdiction other than those specified in clauses (a) or (b), and which:

(i) is fully accredited by an accrediting agency or is fully authorized to grant degrees in such jurisdiction and is recognized by the Minister, and

(ii) meets such other requirements as the Minister may prescribe.

2. An institution will be granted a consent only if it can establish that there is evidence of societal need and student demand for the proposed degree program.

3. An institution will be granted a consent only if its Ontario on-site facility and library services are deemed by the Minister to be adequate. With respect to library services, an institution must:

- provide its own on-site library facility with sufficient resources to meet the demands of the program; or
- guarantee full access to the home campus library by providing telephone access or comparable technology, bibliographic assistance and the provision of material by mail; or
- contract with a suitable local library, to deliver full services, including the right to borrow books, to its students; or
- make other arrangements, combining two or more of the above, that are acceptable.

Application and Assessment Process

1. Out-of-province institutions seeking a ministerial consent must submit an application, with the appropriate supporting documentation, to the Minister of Colleges and Universities.

2. The Ontario Council on University Affairs, an advisory body to the Minister of Colleges and Universities, will assess all applications from out-of-province institutions against the criteria outlined in this policy statement and advise the Minister on whether a consent should be granted and any special conditions that may pertain to the granting of such consent.

3. The Minister of Colleges and Universities, based upon the recommendation of the Ontario Council on University Affairs, will make the final decision regarding the granting of consents.

4. Out-of-province institutions receiving a ministerial consent will be required to include a "clarification statement" on all documents relating to the program offered in Ontario. The "clarification statement" is intended to encourage prospective registrants to verify for themselves whether the degree program offered would be recognized by potential employers and/or other post-secondary institutions.

Response to Advisory Memorandum 85-IV

Ontario

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October 25, 1985

Mrs. Marnie Paikin
Chairman
Ontario Council on University Affairs
7th Floor
700 Bay Street
Toronto, Ontario
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Dear Mrs. Paikin:

Further to the Honourable Robert F. Nixon's Budget Statement on October 24, 1985, I am pleased to inform you that the government will make available a maximum of $1,293,760,000 in operating grants to the universities and related institutions in 1986-87 in response to Advisory Memorandum 85-IV. This amount includes the grant-in-aid for the Bar Admission Course of the Law Society of Upper Canada. It represents a 4% increase over the 1985-86 global allocation. In addition, as I announced on October 17, 1985, the government has created a UNIVERSITY EXCELLENCE FUND which will provide $50,000,000 in special operating grants to the universities and related institutions for 1986-87.

As you are aware, the Treasurer also indicated that as a result of an evident stabilization in the rate of inflation, basic transfer payments will again increase by 4% in 1987-88. In making this announcement at this time the Treasurer is facilitating planning in the public sector. The government is particularly concerned that salary settlements in the public sector reflect this stabilization in the rate of inflation.

Funding for the Ontario Student Assistance Program (OSAP) will increase by 8% for 1986-87 to a total of $145,800,000. This represents $10,800,000 in additional funding for the program and will be used to meet increased tuition fees and to make various improvements in OSAP.

I am also pleased to inform you that the UNIVERSITY EXCELLENCE FUND will provide $9,500,000 in capital assistance to the universities for 1986-87. This amount is in addition to the $10,500,000 allocated to the Ministry's regular capital assistance program for 1986-87. The Ministry will be undertaking a review of our capital allocation policies.

Consistent with this government's policy on tuition fees and accessibility to university education, formula fee rates for all students in Ontario universities, Ryerson Polytechnical Institute, the Ontario College of Art and related institutions will increase by only 4 percent in 1986-87. This policy applies to tuition fee rates for non-exempt visa graduate and undergraduate students as well as domestic students.

The previous government, on the advice of the council, decided to maintain in 1985-86 the partially implemented new formula distribution arrangements that pertained in 1984-85 rather than move to the second stage of the planned three year phase-in of the new formula. It is my understanding that this decision was taken in order to avoid moving the formula in an inappropriate direction before a decision on the future allocative mechanism was made in response to the report of the Commission on the Future Development of the Universities of Ontario.

This government does not accept the allocative mechanism proposed by the Commission. I do believe, however, that the formula distribution arrangements need to be resolved. I am, accordingly, asking the council's advice with respect to the formula distribution arrangements for 1986-87. I anticipate that the council will consider this advice in the context of the need to clarify the formula distribution arrangements for 1987-88 and beyond.

Once the matter of the distribution arrangements for 1986-87 has been resolved, I will be requesting the council's advice with respect to the distribution of the formula and extra-formula grants. The amount from the total operating support that will be reserved for Ministry budget review is $5,290,000.

I would also like to take this opportunity to request the council's advice with respect to certain aspects of the UNIVERSITY EXCELLENCE FUND, an initiative intended to enhance quality in both teaching and research.

The LIBRARY ENHANCEMENT AND STUDENT EQUIPMENT component of the fund will provide $25,000,000 to assist the institutions in the acquisition of library reference materials and equipment and urgently required teaching aids, computers, laboratory and scientific equipment for instructional purposes. Each institution's entitlement will be based on its 1985-86 enrolment as measured by its Basic Income Units (weighted enrolment). I would request that the council advise me if, in its opinion, special criteria should be used in assessing institutional submissions with respect to this component of the UNIVERSITY EXCELLENCE FUND.

In view of this substantial contribution to equipment needs, I would encourage the institutions to restrict the imposition of new incidental fees to defray the costs of program-related equipment and computer usage. I look forward to receiving the council's policy advice on the matter of compulsory incidental fees in the near future.

The RESEARCH LEADERSHIP component of the fund will provide $15,000,000 in 1986-87 to enhance the research resources of the universities. It will be used to assist in the acquisition of research equipment, specialized experimental facilities and highly skilled technical and professional research support staff. In recognition of the current research specialization and strengths within the system, a university's entitlement should reflect its current level of sponsored research activity.

I would appreciate receiving the council's advice with respect to an appropriate formula, which reflects sponsored research activities, for determining each university's entitlement. I would also request the council's advice on how universities should report on the utilization of resources provided pursuant to this component of the fund.

The FACULTY RENEWAL component of the fund has been established in recognition of the need for an infusion of new younger faculty into our institutions. The government has allocated $10 million for this program in 1986-87. The introduction of new faculty should improve the percentage of women faculty while at the same time, increase the opportunities for young Canadian scholars. I am asking the council to advise on the structure and duration of the program.

I anticipate that the UNIVERSITY EXCELLENCE FUND will be used to enhance institutional capacity to build upon centres of strength. I would request that the council consider this goal when advising on the various aspects of the program that I am asking it to advise upon.

I would like to thank the council for the advice contained in Advisory Memorandum 85-IV as it made a positive contribution to the government's decision to take the exciting initiatives contained in the UNIVERSITY EXCELLENCE FUND. I look forward to receiving the council's advice.

Yours truly,



Gregory Sorbara
Minister

Response to Advisory Memorandum 85-VII

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March 10, 1986

Mrs. Marnie Paikin
Chairman
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
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Dear Mrs. Paikin:

I would like to thank the members of the Ontario Council on University Affairs for the advice contained in Advisory Memorandum 85-VII, "University Excellence Fund" and Advisory Memorandum 85-VIII, "The Allocation of the Government's Operating Support for the University System in 1986-87".

I have reviewed the council's advice with respect to the structure of the various components of the Excellence Fund and have found it to be most valuable in identifying such issues as distribution, eligible expenditures and accountability. In responding to the council's advice, I would like to take this opportunity to set out how two components of the program will be structured.

Library Enhancement and Student Equipment

As I indicated in my letter of October 25, 1985, this component of the fund ". . . will provide $25,000,000 to assist the institutions in the acquisition of library reference materials and equipment and urgently required teaching aids, computers, laboratory and scientific equipment for instructional purposes . . ." I accept the council's advice that the eligible expenditures under this component of the fund should include: one-time installation costs such as cabling for microcomputer laboratories; directly related renovation and alteration costs to reconfigure or adapt the existing physical plant to accommodate the new equipment and to provide access to these acquisitions; the cost of purchasing supplies related to the new equipment such as computer software; the cost of shelving the new books and periodicals; and the cost of cataloguing new acquisitions.

As I indicated in my letter of October 25, 1985, each institution's entitlement will be based on its 1985-86 weighted enrolment as measured by its Basic Income Units. A calculation of these entitlements based on preliminary 1985-86 data are reflected on the attached table. Institutions will be asked to submit proposals detailing how they intend to expend their entitlements. In accordance with the council's advice, these submissions should be broad in nature, project-oriented (rather than line-by-line), and should outline the types of expenditures to be undertaken, confirm that the expenditures meet the eligibility criteria and indicate the anticipated impact on enhancing the quality of instruction.

Following the approval of the institution's submissions, funds will be flowed to the institutions on a calendarized basis in the same way as the operating grants. Institutions will be asked to account separately for expenditures from this component of the fund and to submit special audit reports with respect to it.

It is the government's intention that funds expended under this component of the fund be additional to those which the universities would normally expend for library reference materials and student equipment. Accordingly, I have asked ministry officials to work with the appropriate Council of Ontario Universities' body to develop a suitable monitoring system to ensure that such expenditures are additional to those which would normally be incurred. As OCUA has suggested, one means of doing so would be to examine expenditures for such items as indicated in COFO-UO reports over a certain period. Institutions would be required to spend the full amount of their grant over and above what would normally be spent for such purposes.

I have also asked these officials to work with the Council of Ontario Universities on the development of audit guidelines for the audit reports which will be required for this component of the fund.

Research Leadership

As I indicated in my letter of October 25, 1985, this component of the fund ". . . will provide $15,000,000 in 1986-87 to enhance the research resources of the universities. It will be used to assist in the acquisition of research equipment, specialized experimental facilities and highly skilled technical and professional research support staff . . ." I accept the council's view that this provides for relatively flexible used of these funds and that there is, therefore, no need for additional criteria.

Unfortunately, I cannot accept the council's advice that each institution's entitlement be determined by its share of the aggregate of peer-adjudicated research grants allocated by NSERC, MRC and SSHRC for the years 1982-83, 1983-84 and 1984-85. The distribution resulting from the application of such a formula would not recognize the full extent of sponsored research activities currently being undertaken by the universities. As such, it is too limited a basis upon which to distribute funds designated to enhance excellence in research.

Each institution's entitlement will be determined by its share of a modified aggregate of total sponsored research activity for the years 1982-83, 1983-84 and 1984-85 as indicated in the COFO-UO reports for each of these years. The aggregate of total sponsored research has been modified by deducting 40% of the Ontario Ministry of Agriculture and Food research grants to the University of Guelph pursuant to their research contracts over the period. This adjustment has been made to reflect the overhead costs which were included in these OMAF grants. These entitlements are reflected in the attached table. As in the case of the Library Enhancement and

Student Equipment component of the fund, institutions will be asked to submit proposals detailing how they intend to expend their entitlements. The institutions in their submissions may apply for authorization to delay expenditures of research leadership funds into 1987-88 if they foresee any need to do so.

Following the approval of the institutions' submissions, funds will be flowed to them on a calendarized basis in the same way as operating grants.

As in the case of the Library Enhancement and Student Equipment component, institutions will be asked to account separately for expenditures from this component of the fund and to provide the minstry with special audit reports with respect to it. Audit guidelines with respect to this component can be addressed through the same consultation process referred to above.

This component of the fund is intended to recognize current activities and strengths and thereby assist the universities in meeting existing commitments. It will, therefore not be necessary to demonstrate that all expenditures under this component are additional to those which would normally be incurred.

Faculty Renewal

As I indicated in my letter of October 25, 1985, this component of the fund ". . . has been established in recognition of the need for an infusion of new younger faculty into our institutions. The government has allocated $10 million for this program in 1986-87. The introduction of new faculty should improve the percentage of women faculty while at the same time, increase the opportunities for young Canadian scholars . . ."

I note the council's advice that these goals cannot be effectively addressed by a single year program and have therefore decided to defer responding to the council's recommendations with respect to this component of the fund so that this matter can be considered further.

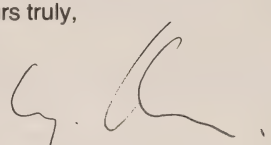
In the meantime, I will be requesting the institutions to submit their proposals for the Library Enhancement and Student Equipment and Research Leadership components of the fund at their earliest possible convenience. More detailed instructions on audit and other reporting requirements will be sent to the institutions following consultations with the Council of Ontario Universities.

I am also pleased to advise you of my acceptance of the advice contained in Advisory Memorandum 85-VIII, "The Allocation of the Government's Operating Support for the University System in 1986-87".

I note that in addition to the 3.5% floor, which the council previously advised, the council is now recommending a provision to ensure that an institution which contributes to this floor will not have its total grants reduced below the 4% level. I understand that the council intends that this be accomplished by means of a special grant from the amount reserved for final enrolment and floor adjustments rather than by a re-iteration of the formula used to calculate the initial floor contributions. I further understand it is the council's recommendation that the exact amounts of such grants will be determined on the basis of actual formula grants for 1986-87 prior to adjustments resulting from the distribution of the visa-fee pool compared with 1985-86 grants prior to final adjustment for the visa-fee pool.

Again, please express my thanks to the members of the council for these two advisory memoranda.

Yours truly,



Gregory Sorbara
Minister

Attachment

Preliminary Summary of Regular Operating Grants and Allocations under University Excellence Fund

(Excluding Faculty Renewal Component)

$000's

University	Total Regular 1985-86 Grants (1)	Total Regular 1986-87 Grants (1)	% Increase over 1985-86	Library Enhancement & Equipment Fund Allocation (2)	Research Leadership Fund Allocation (3)	TOTAL FORMULA & SPECIAL OPERATING GRANTS	% Increase over 1985-86	% Share of Total
Brock	23,420	24,700	5.47	608	64	25,372	8.34	1.91
Carleton	60,284	62,915	4.36	1,297	562	64,774	7.45	4.88
Guelph	73,595	76,378	3.78	1,436	1,404	79,218	7.64	5.97
Lakehead	21,878	22,767	4.06	435	141	23,343	6.70	1.76
Laurentian (4)	22,937	24,007	4.66	439	103	24,549	7.03	1.85
Algoma	1,907	2,034	6.66	38	0	2,072	8.63	0.16
Nipissing	4,343	4,588	5.64	103	0	4,691	8.01	0.35
Hearst	804	842	4.73	10	0	852	5.98	0.06
McMaster	80,201	83,045	3.55	1,551	2,158	86,754	8.17	6.54
Ottawa	103,127	107,252	4.00	1,904	916	110,072	6.73	8.30
Queen's	83,666	86,594	3.50	1,660	1,318	89,572	7.06	6.75
Toronto	267,076	276,424	3.50	5,104	4,346	285,874	7.04	21.56
Trent	14,167	14,943	5.48	326	59	15,328	8.19	1.16
Waterloo	93,783	97,233	3.68	1,921	1,244	100,398	7.05	7.57
Western	125,601	129,997	3.50	2,457	1,741	134,195	6.84	10.12
Wilfrid Laurier	24,123	25,027	3.75	555	21	25,603	6.13	1.93
Windsor	51,964	53,783	3.50	960	255	54,998	5.84	4.15
York	108,589	113,912	4.90	2,674	487	117,073	7.81	8.83
O.I.S.E.	16,426	17,069	3.91	306	130	17,505	6.57	1.32
Ryerson	52,783	54,681	3.60	1,045	51	55,777	5.67	4.21
O.C.A.	7,551	7,815	3.50	165	0	7,980	5.69	0.60
Dominicain	115	119	3.48	5	0	124	7.78	0.01
TOTAL	1,238,340	1,286,125	3.86	25,000	15,000	1,326,125	7.09	100.00

FOOTNOTES: (1) Total regular grants are Formula Grants prior to foreign student fee adjustments plus extra formula grants, as quoted by OCUA in Advisory Memorandum 85-VIII.
(2) Ministry estimate based on BIU counts available as of February 1, 1986 (Includes winter term estimates).
(3) Totals may not add exactly due to rounding.
(4) Amounts shown for Laurentian affiliates include Laurentian students studying on the affiliate campuses.



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March 1, 1986 to February 28, 1987

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March, 1987

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Ontario

Ontario
Council on
University
Affairs

416/965-5233

7th Floor
700 Bay Street
Toronto, Ontario
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February 28, 1987

The Honorable Gregory Sorbara
Minister of Colleges and Universities
101 Bloor Street West
13th floor
Toronto, Ontario
M5S 1P7

Dear Minister:

I respectfully submit herewith the Thirteenth Annual Report of the Ontario Council on University Affairs, which covers the period from March 1st, 1986 to February 28th, 1987.

Since my term will conclude shortly, I wish to express my thanks to you, your predecessors, and the officials of your Ministry for the courtesy and co-operation shown during my years as Chairman.

I would also like to express my gratitude to all in the university community who assisted by providing advice and assistance in response to many requests.

It has been a remarkable privilege to have served with the members and staff of Council. I will treasure their support, their commitment, and their loyalty.

Yours sincerely,

Marnie Paikin
Chairman

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Paul Senton
Senior Research Officer

Member's terms expire on February 28th of the year indicated in parenthesis.

* resigned before term completed

INTRODUCTION

TRODUCTION

e Thirteenth Annual Report of the Ontario Council on iversity Affairs covers the period March 1, 1986 to bruary 28, 1987 and contains the full text of all Advisory moranda issued during the year. The report also contains a st of Council's public meetings for the year and the sponse of the Government to the recommendations made by uncil.

COUNCIL'S ADVISORY MEMORANDA

86-I MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT

Introduction

The Degree Granting Act, Chapter 36, Statutes of Ontario, 1983, which came into force on June 30, 1984, restricts the granting of degrees, the offering of degree programs and the use of the word "university" to institutions authorized to do so by the Legislature or, in the case of institutions established outside Ontario, to those granted a consent to do so by the Minister of Colleges and Universities.

In Advisory Memorandum 85-III, in response to a request from the Minister, Council provided advice with respect to the criteria used in reviewing requests for Ministerial consents pursuant to the Degree Granting Act. By letter of November 20, 1985, the Minister responded to Council's advice and requested that Council assess all applications from out-of-province institutions against new criteria outlined in the revised Ministry policy statement (Appendix A), and advise on whether Ministerial consents should be granted to out-of-province institutions.

Nine Ministerial consents have been granted of which four expire on June 30, 1986 and five on August 31, 1986. All of these consents were granted on the basis of criteria which were in place prior to the Ministry's policy review. The renewal of these consents and any new applications from out-of-province institutions wishing to offer degree programs in Ontario will be subject to the new criteria contained in the Ministry's revised policy statement. In this memorandum, Council offers advice with respect to three institutions whose consents expire on June 30, 1986, and whose applications for renewal have been submitted.

The Criteria To Be Applied

According to the Ministry's revised policy statement governing the issuing of Ministerial consents and the specific criteria contained therein, Council's assessment of each institution's application will focus on three areas.

1. The institution's status in its home jurisdiction and certain accreditation documentation if applicable.

The Ministry's policy indicates that Canadian out-of-province institutions wishing to operate in Ontario will be granted a consent only if the institution is a corporation and is a university or degree-granting institution established in Canada by either an Act of the Parliament of Canada or an Act of a legislature of a province other than Ontario. The institution must also be a member of the Association of Universities and Colleges of Canada (AUCC).

The policy statement also specifies that institutions based in the United States which intend to offer degree programs in Ontario must be accredited by an accrediting agency recognized by the Secretary of Education of the United States of America. In addition, the individual degree program to be offered in Ontario by an institution based in the United States must be accredited by an accrediting agency designated by the Minister and recognized by the Secretary of Education of the United States. Such universities may also be required to file proof with the Minister that the accrediting agency has certified that the degree program being offered in Ontario meets the same standards as programs offered by the institution within its home state. In this connection, the accrediting agency is required to certify standards with respect to admission requirements, curricula, qualifications of faculty, hours of instruction, access to library and laboratory facilities and requirements for graduation. The university may also be requested to file proof that the accrediting agency has conducted a recent on-site inspection of the premises and training facilities in the location where the degree program is offered in Ontario.

The Ministry's policy statement distinguishes between institutions based outside Canada or the United States and institutions which are based in the United States. It specifies that institutions outside Canada or the United States which intend to offer degree programs in Ontario will be granted consent to do so only if the institution is a university or degree-granting institution established under the laws of its home jurisdiction. The institution must either be fully accredited by an accrediting agency or be fully authorized to grant degrees in its own jurisdiction. As well, the institution must be recognized by the Minister and meet other

requirements as the Minister may prescribe.

2. The societal need and student demand for the proposed program.

Council will assess the potential benefit to Ontario residents of the proposed program by examining societal need and student demand. Council has developed considerable experience in providing judgement on the societal need and student demand for proposed programs as a result of its role in recommending to the Minister on the eligibility for public funding of both undergraduate and graduate programs at Ontario institutions.

3. The institution's Ontario on-site facility and library services.

Council will determine whether the institution's Ontario on-site facility and library services are adequate. Council's consideration of an institution's library service arrangements will be guided by specific criteria contained in the policy statement.

Council will assess all applications from out-of-province institutions against the criteria outlined above and then formulate its advice to the Minister on whether a consent should be granted. As indicated in the policy statement, Council will also recommend any special conditions that should pertain to the granting of such consents.

Process for Reviewing Applications for Consents

Council has developed the following process for reviewing applications for Ministerial consents.

All applications from out-of-province institutions along with appropriate supporting documentation will be submitted to the Ministry of Colleges and Universities. The Ministry will ensure that documentation relating to the institution's status in its home jurisdiction is in order before forwarding the application to Council for examination. If an out-of province institution submits its application for a Ministerial consent to the Ministry by January 1 in any given year, Council will make every effort to forward a recommendation to the

Minister by June 1 of the same year. All consents will commence on July 1 and expire on June 30 in any given year. Institutions may wish to apply one year in advance to facilitate their long-term planning. This process pertains to all applications for Ministerial consents including those from new institutions as well as applications for the renewal of existing consents.

With respect to the duration of Ministerial consents, Council will recommend that a consent be granted for a period no longer than three years. The specific length of any consent will be based on Council's determination of what it deems to be appropriate. As the duration of consents will vary, students should be advised of the temporary nature and, in particular, the expiry date of an institution's Ministerial consent. Council will consider this matter more fully at the conclusion of this memorandum.

As noted, nine Ministerial consents have been granted to date, all of which expire in 1986. Council plans to deal with the renewal of these consents in two stages. This memorandum deals with applications by out-of-province institutions whose consents expire on June 30, 1986. Council's advice with respect to those institutions applying for a renewal of consent which expires on August 31, 1986 will be contained in a separate advisory memorandum to be forwarded to the Minister by August 1, 1986. It should be noted that, in the future, Council will submit its advice on Ministerial consents only once each year -- on or before June 1.

Renewals of Existing Consents

GMI Engineering and Management Institute

GMI Engineering and Management Institute was granted a Ministerial consent in July 1984 to offer its Master of Science in Manufacturing Management program in Oshawa and London for a period of two years. Enrolment in the program is restricted to General Motors employees and the consent enabled GMI to offer its program to employees at both the Oshawa and London General Motors plants. However, due to an insufficient number of applications from employees at the London plant, the program has been offered solely at the Oshawa location. In submitting its application for renewal, GMI has indicated that it is requesting a consent to continue offering the Master of Science in Manufacturing

Management program at the Oshawa location only.

Council's assessment of GMI's application for the renewal of its consent is offered below.

1. Status in Home Jurisdiction

GMI is accredited by the Commission on Institutions of Higher Education of the North Central Association of Colleges and Schools. The Master of Science in Manufacturing Management program is included in the accreditation which GMI has been granted. Council notes that GMI's accreditation status was granted following a comprehensive evaluation, conducted in 1981-82, and is valid for five years. GMI's next comprehensive evaluation is due to occur in 1986-87.

The Ministerial consent which was issued to GMI in July 1984 was granted on the condition that the North Central Association of Colleges and Schools certify, by July 1, 1985, on the basis of a site visit, that:

> the degree program offered in Ontario meets the same standards that apply to the program as offered in the United States with respect to admission requirements, curricula, qualifications of faculty, hours of instruction, access to library and laboratory facilities and requirements for graduation.[1]

A site visit and evaluation of GMI's learning centre in Oshawa was conducted by the North Central Association of Colleges and Schools in December 1984 and a report was later submitted to the Ministry certifying that the Master of Science in Manufacturing Management degree program offered in Oshawa met the same standards applied to the program offered at GMI's home campus in Flint, Michigan.

Council is satisfied that the accreditation requirements for institutions based in the United States have been met by GMI and the Master of Science in Manufacturing Management program.

---

1. Letter from the Honourable B. Stephenson to Dr. C. David Hurt, July 3, 1984.

2. Societal Need and Student Demand

GMI's program meets the needs of managers of manufacturing operations by combining management theory and practice with the technical and logistical aspects of the manufacturing industry. The program is designed to enable engineers and other qualified individuals (generally those possessing undergraduate training in business) to move into positions as manufacturing managers. In this regard, the program's focus is upon the continued development of individuals who have proven themselves on the job and wish to develop an expertise in manufacturing management. A review of the curriculum indicates a concentration on the functional areas essential to manufacturing organizations such as finance, materials management, human resources management, marketing and manufacturing services. Council notes that this program is unique among graduate management programs currently offered in Ontario.

The program is delivered to students at Oshawa via videotape presentations of classroom lectures given at GMI's Flint campus. Although students in Oshawa do not attend the lecture in person, they view videotapes of the actual lecture, observe the questions and answers of the students studying at GMI's home campus and use the same study materials. Students at the Oshawa centre have telephone access to their professors during scheduled office hours and a course coordinator is present to distribute materials, show the videotapes and collect homework assignments. All requirements for the program, including assignments and examinations, are graded by the course professors in Flint who use the same standard for Oshawa students that is applied to the work of GMI students at the home campus.

The program's delivery method is designed for and limited to experienced, high-potential employees in the manufacturing industry who, because of their irregular schedules, would otherwise have difficulty attending the classes necessary to obtain a graduate degree at an Ontario university. The videotape approach employed by GMI enables these individuals to have access to each of the lectures despite their schedule of work.

It is clear that the program's focus on manufacturing operations and its method of delivery are tailored to the particular needs of full-time employees in the manufacturing industry who wish to earn a graduate degree. Council notes that GMI's program meets a

societal need not currently being met by an Ontario institution.

The demand for entry into the program, while strong at the outset, appears to have been met. The program was first offered to General Motors employees in Oshawa in September 1984, at which time 32 applications were received and 27 students were admitted. One year later in September 1985, only five new applications were received for admission to the program. Enrolment has remained steady during the first two years of the program's operation, at between 24 and 27 students.

According to GMI, the experience at the Oshawa location of an initially strong student demand for the program followed by a significant drop in interest is normal. Unless a large turnover in staff or major expansion occurs at the sponsoring organization during the period in which the program is offered, it is GMI's expectation that those qualified employees who are interested in the program will enrol within the first two years. In fact, once the approximately two dozen General Motors employees currently enrolled have completed the program GMI has indicated that it will, in all likelihood, cease operations at the Oshawa location.

In light of these circumstances, Council is satisfied that a demand for the program from those currently enrolled will exist for at least the next three years. In three years time the majority of students will have completed the requirements of their degree and the demand for the program should then be assessed once again.

Council is satisfied that both a societal need and student demand exist for this program.

3. Ontario On-Site Facility and Library Services

General Motors of Canada provides classroom facilities and videotape playback equipment in support of the Master of Science in Manufacturing Management program at its Education and Training Centre in Whitby. In addition, students have access to computer facilities at the Centre and are afforded full use of the Centre's software packages.

Although no library facility exists at the Oshawa site, GMI has chosen, instead, to supply all required

materials directly to each student. The current practice is for GMI faculty to determine the necessary materials including books, journals, photocopies of articles and technical papers as dictated by the requirements of each course, and then arrange for the GMI (Flint) library to send the material to each student at the Oshawa location. Students at the Oshawa location are also guaranteed access to the GMI library in Flint for bibliographic assistance and the provision of additional material.

GMI's method of approach in these areas is consistent with accepted forms of distance education. While Council believes that the students at the Oshawa location would benefit from an on-site research facility, it notes that GMI's Master of Science in Manufacturing Management program is not a research-intensive graduate degree and that the library service arrangements provided appear to be adequate to support the program. In addition, it is Council's judgement that the facilities provided by General Motors at its Education and Training Centre are appropriate and reasonable considering the video-based educational approach employed by GMI at all of its off-campus locations.

Recommendation

Council has carefully reviewed GMI's application for the renewal of its consent to offer the Master of Science in Manufacturing Management program in Oshawa and is satisfied that the relevant criteria have been met.

In light of the circumstances noted above with respect to the student demand for the program and the likelihood that those currently enrolled will complete their studies in three years, Council believes that the renewal of GMI's consent should cover a three year period. However, given that GMI's accreditation status is valid only through 1986-87 and a comprehensive evaluation is due to occur at that time, it is Council's view that the renewal of the consent must be conditional on GMI maintaining its accreditation status in the United States. Further, it should be the responsibility of the Ministry to ensure that this condition is met.

Accordingly, Council recommends to the Minister:

OCUA 86-1

MASTER OF SCIENCE IN MANUFACTURING MANAGEMENT AT GMI ENGINEERING AND MANAGEMENT INSTITUTE

THAT, GMI Engineering and Management Institute be granted a Ministerial consent to offer its Master of Science in Manufacturing Management program in Oshawa, Ontario for a period of three years from July 1, 1986 to June 30, 1989 on the condition that GMI maintains its accreditation status in the United States.

St. Stephen's College

St. Stephen's College of Edmonton, Alberta, was granted a Ministerial consent in July 1984 to offer its Doctor of Ministry (DMin) program for a period of two years. The initial consent was granted to St. Stephen's College to offer this program in Eastern Ontario in cooperation with Queen's Theological College and its Master of Theology program. The consent was granted on the basis of St. Stephen's legislative charter (Alberta), its affiliation with the University of Alberta (AUCC member), associate membership status in the Association of Theological Schools (ATS) in the United States and Canada[2], and a positive recommendation from the Theological Co-ordinating Committee on Theological Education in Canada (now the Churches' Council on Theological Education in Canada).[3]

St. Stephen's original Ministerial consent was based on the assumption that responsibility for the program would be shared between themselves and the staff of Queen's Theological College. However, the significant contribution to the program envisioned for the Queen's staff never developed beyond a limited administrative

---

2. St. Stephen's is an associate, rather than full member of ATS because it does not grant a first degree (Master of Divinity).

3. Letter from Rodger L. Cummins, Director, University Relations Branch, to Dr. William J. Close, Academic Dean, St. Stephen's College, January 24, 1986.

role. In its application for a renewal of Ministerial consent, St. Stephen's College indicated that it had formally assumed primary responsibility for the Ontario-based Doctor of Ministry program. Future involvement by Queen's would be officially limited to student supervision and/or directed study by contract, and the admission of St. Stephen's students to regularly scheduled Queen's courses.

It is on the basis of this new arrangement that Council has reviewed the application of St. Stephen's College for a renewal of its consent. Council's assessment of the application is as follows.

1. Status in Home Jurisdiction

On the basis of St. Stephen's College's incorporation and legislative charter in the Province of Alberta, and its affiliation with the University of Alberta, a member of the Association of Universities and Colleges of Canada, Council is satisfied that St. Stephen's College has met the home jurisdiction requirements for Canadian out-of-province institutions.

2. Societal Need and Student Demand

The Doctor of Ministry program offered by St. Stephen's College is a professional degree program taken on a part-time basis by clergy who remain in-service while studying social or ecclesiastical issues relevant to their community. The program requires a Master of Divinity degree and at least three years of in-ministry service. Council notes that the DMin degree is not a degree that would meet the requirements of, nor lead to, a university teaching position:

> It should be understood that the D.Min. is a professional degree (like a lawyer's Doctor of Jurisprudence) in contrast to the academic degree. To teach in a college or a seminary, one should seek a Ph.d....[4]

---

4. Galbreath, John. "Doctor of Ministry: New Dimension In Theological Education", November 23, 1981. Submission of the Churches' Council on Theological Education in Canada to the Ontario Council on University Affairs, April 3, 1986.

In general, the purpose of the DMin program is to upgrade the competence of the pastoral ministry and prepare clergy for their assumption of additional responsibilities as resource people, community leaders and continuing education instructors. However, program content is personally tailored to meet the specific needs of clergy expanding their ministry into specialized areas in which they currently possess limited competence.

This program is important to the professional development of clergy engaged in parish ministry, who require advanced training in counselling skills, community development and personal growth in order to respond effectively to the needs of their congregation. The DMin program also satisfies the needs of clergy seeking the specialized training necessary for a career in hospital or prison ministry.

Since the three-year Master of Divinity degree is not considered sufficient training to sustain a creative professional ministerial career over a lifetime, the Doctor of Ministry program has also become an important part of a long-term strategy of professional development encouraged by individual churches and ecumenical church associations.

Prior to the offering of the St. Stephen's program in the Kingston area, there was only one other Doctor of Ministry program available in the province for over six thousand ordained Ontario-based clergy. Consequently, a number of DMin candidates travelled abroad for their education, while American-based DMin programs, viewed as being of inferior quality, were being offered in Ontario.[5]

The Ontario-based program offered by the Toronto School of Theology (TST), an affiliate of the University of Toronto, is unable to accommodate students outside the Toronto area because its enrolment is restricted to ten new students per year, who must live within commuting distance of the Toronto campus. By making a Canadian DMin program available in eastern Ontario, St. Stephen's has enhanced the educational opportunities for

---

5. Telephone interview, Dr. Lloyd Gesner, Executive Director, The Churches' Council on Theological Education in Canada, April 2, 1986.

clergy engaged in full-time ministry and American institutions have ceased their operations in the province.

St. Stephen's is no longer offering the DMin program in cooperation with Queen's Theological College. While Queen's is not planning a program of its own, Queen's administrators are exploring the possibility of an association with the Toronto School of Theology, where some TST courses would be offered in Kingston. Council notes that this arrangement, if implemented, would not come into effect earlier than 1987.

Further, the Churches' Council on Theological Education in Canada has indicated that there remains an unmet need in northern and western Ontario for this program and that they "would urge St. Stephen's to continue to service clergy living in other parts of Ontario who do not have easy access to either Queen's or TST"[6] if Queen's did eventually offer a program in the eastern Ontario region.

During the initial consent period, 1983-84, there were five Ontario students enrolled in the St. Stephen's DMin program. One additional student enrolled in the program in 1985-86 for a total current enrolment of six Ontario-based DMin students. Council notes that St. Stephen's offers one of two DMin programs available in Canada, and is the only institution providing this program in Ontario outside the Toronto area.

Council is satisfied that a demand for the program from those currently enrolled will exist for at least the next two years. In two years the majority of students will have completed the requirements for their degrees and the demand for the program should then be reassessed.

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

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6. Letter from Dr. Lloyd Gesner, Executive Director, The Churches' Council on Theological Education in Canada, to the Ontario Council on University Affairs, April 3, 1986.

3. Ontario On-Site Facility and Library Services

St. Stephen's College has no need of physical facilities in Ontario at this time for its students to complete the four electives, Collegium and Practicum components of the Ontario-based DMin program.

Electives are taken at local universities, permitting students full use of the campus library during the time they are involved in course work.

The Practicum and Collegium components occur in or near the student's community and are supervised by individuals recruited and contracted by St. Stephen's. During the Collegium and Practicum phase, all St. Stephen's DMin students are permitted use of the St. Paul University (Ottawa) library and may purchase a Queen's University library card.

If necessary, St. Stephen's also will mail materials and resources to Ontario students during this period. Council notes that neither St. Stephen's nor Queen's Theological College staff are aware that St. Stephen's College students have ever encountered problems with respect to access to library resources.

Council considers these library arrangements to be adequate for the Collegium and Practicum phase, in light of the small number of students involved. However, if the number of students were to increase significantly, Council believes it would be necessary to re-evaluate the adequacy of this arrangement.

It is Council's judgement that St. Stephen's arrangements satisfy the criteria for on-site facility and library services.

Recommendation

Council has carefully reviewed St. Stephen's College's application for the renewal of its consent to offer the Doctor of Ministry program in eastern Ontario.

Since Council believes it necessary to reassess student demand for the program in 1988, and since the presence of St. Stephen's College in eastern Ontario may be made redundant if a joint program were to be offered by Queen's Theological College and the Toronto School of Theology, the renewal of St. Stephen's College's consent

should cover a two-year period.

Accordingly, Council recommends to the Minister:

OCUA 86-2 **DOCTOR OF MINISTRY AT ST. STEPHEN'S COLLEGE**

THAT, St. Stephen's College be granted consent to offer its Doctor of Ministry program in eastern Ontario for a period of two years, from July 1, 1986 to June 30, 1988.

Niagara University

Niagara University was granted a Ministerial consent in July 1984 to offer its Master of Arts in Education and Master of Science in Education degree programs in Burlington, Hamilton, Kitchener, Mississauga, Oakville, Scarborough and Toronto for a period of two years. The original consent expires on June 30, 1986 and Niagara University has applied for a Ministerial consent to offer the programs at its extension sites in Ontario beyond that date. In submitting its application for renewal, Niagara has indicated that, in addition to the seven locations which were approved in the original consent, two extension sites at Oshawa and Brampton have since been established. Council notes that these two locations were added without approval from the Ministry.

Council's assessment of Niagara's application for the renewal of its consent is offered below.

1. Status in Home Jurisdiction

Niagara University is accredited by the Commission of Higher Education of the Middle States Association of Colleges and Schools. The accreditation includes off-campus sites in Ontario. The Ministerial consent which was issued to Niagara in July 1984 was granted on the condition that the National Council for the Accreditation of Teacher Education (NCATE) certify by July 1, 1985:

- that it has accredited Niagara University's teacher education program;
- that it has visited at least two sites where the

program is being offered in Ontario; and

- that Niagara's degree program offered in Ontario meets the same standards that apply to the program as it is offered in the United States with respect to admission requirements, curricula, qualifications of faculty, hours of instruction, access to library and laboratory facilities and requirements for graduation.[7]

By letter of April 3, 1985, NCATE informed the Minister of its decision to grant accreditation to Niagara University's education programs. The letter also indicated that NCATE had found that Niagara's degree programs offered in Ontario met the same standards of quality as those programs offered at Niagara's home campus. This evaluation was made following site visits at two Ontario locations where Niagara's programs were offered.

Council is satisfied that the accreditation requirements for institutions based in the United States have been met by Niagara University and the education programs it offers in Ontario.

2. Societal Need and Student Demand

Niagara University offers courses leading to Master of Arts and Master of Science degrees in Education at its extension sites in Ontario. The area of concentration of the Master of Arts degree is Foundations and Teaching while the Master of Science degree program includes three areas of concentration: Administration and Supervision; Foundations and Teaching; and School Counseling. Ontario students enrolled in the Niagara programs are permitted to complete approximately one-half their course requirements through extension courses at the off-campus sites. Of the 33 credit hours required for the Master of Arts degree, 18 credit hours must be completed at Niagara University's home campus in Niagara Falls, New York. Similarly, of the 36 credit hours required for the Master of Science degree, 18 credit hours must be completed at the home campus.

Virtually all Ontario residents enrolled in the programs are practising teachers and are admitted on a

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7. Letter from the Honourable B. Stephenson to Dr. John B. Stranges, July 3, 1984.

part-time basis. Niagara University's graduate education courses provide an opportunity for Ontario teachers to prepare themselves for career advancement in Ontario schools. The Qualifications Evaluation Council of Ontario (QECO), on the basis of Niagara's accreditation status in the United States, recognizes credits earned by those who have completed Niagara courses both on campus and at Ontario extension sites. While QECO's responsibility is to evaluate and classify teacher qualifications, the extent to which QECO categories are related to salary scales is a matter for negotiation at the local level. Council understands that Niagara University credits are recognized by the majority of Ontario school boards for the appointment and promotion of teachers, counsellors, and administrators and for increases in the levels of remuneration for these groups.

Ontario student enrolment constitutes a significant proportion of Niagara total enrolment in graduate education programs. Enrolment at Ontario extension sites during the Fall Term 1984, comprised approximately 62% (246 of 396 course registrations) of Niagara total graduate education enrolment. In the 1985 Fall Term some 58% (244 of 421 course registrations) of those enrolled in Niagara graduate education programs were from Ontario. According to statistics provided by Niagara, 78% and 79% of those graduating from the programs in 1984 and 1985 respectively, were from Ontario.

In light of the heavy concentration of Ontario residents enrolled in Niagara courses, Council surveyed Faculties of Education at several Ontario institutions to determine the capacity of their graduate programs and whether the demands of Ontario residents for graduate studies in education are being met. Given the geographic location of Niagara University and the location of its extension sites in Southern Ontario, Council requested additional information on program offerings at the Ontario Institute for Studies in Education (OISE) and Brock University.

OISE offers MEd programs in nine specialized fields of study. With respect to the enrolment capacity of these programs, the extent to which OISE could accommodate additional enrolment at its main campus as well as the extension sites varies by specialization. According to OISE, it appears that capacity exists in six of the nine MEd programs offered:

For 1985/86 the Department of Educational Administration, Higher Education, History and Philosophy of Education, Measurement, Evaluation and Computer Applications (MECA), Sociology in Education, and Special Education, are not limiting enrolment and will continue to accept additional qualified applications. The Department of Curriculum will be accepting fewer students into its M.Ed. programs for 1986/87 due to constraints on departmental resources for the coming year arising from concern about staff/student ratios; it will likely return to its more usual rate of acceptance in the following year. The Department of Applied Psychology operates at full capacity and is not likely to extend its intake beyond its normal level. For 1986/87 the Department of Adult Education has filled its quota.[8]

OISE currently offers graduate courses at extension sites in several locations in Southern Ontario including Barrie, Hamilton, Humber College (Toronto), Kitchener and London. Departments participating in off-campus programs include Adult Education, Applied Psychology, Curriculum, Educational Administration, Higher Education, Sociology in Education and Special Education. OISE reports that all departments are committed to the provision of off-campus instruction and that, in most cases, enrolment could be expanded. Students studying off-campus are able to complete six of the eight required courses for the MEd at the extension site while the remaining two must be taken at OISE's main campus. In addition to the excess capacity which exists in the majority of OISE's MEd programs, Council notes that there is a significant overlap in the material covered by the offerings at OISE and Niagara University.

Brock University currently offers a Master of Education (MEd) program with three separate areas of concentration; Curriculum Studies; Foundations of Learning and Teaching Behaviour; and Educational Administration. In addition to the home campus, Brock's MEd is offered at off-campus sites at McMaster University and at the Oakville campus of Sheridan College of Applied Arts and Technology. Although the project or thesis requirement for the degree is offered only at

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8. Letter from Dr. M. Fullan, Assistant Director (Academic), Ontario Institute for Studies in Education, to Mrs. M. Paikin, April 24, 1986.

Brock University, all course requirements may be taken at the off-campus centres in Hamilton or Oakville. At present, approximately two-thirds of Brock's total enrolment is comprised of those studying at the off-campus centres.

According to Brock, their enrolment has remained strong over the years and the capacity of the MEd program is flexible:

> In fact there is an increase in admissions for the 1985-1986 period. In response to this, new faculty is being added this year. In other words, we are prepared to expand our mandate when we are called upon to do so.[9]

Admission to the Graduate Education programs at Niagara University requires a minimum undergraduate average of C+ during the last two years of undergraduate study. Entry to MEd programs at OISE requires an applicant to have completed an undergraduate degree equivalent to a University of Toronto bachelor's degree with mid-B standing. However, OISE indicates that exceptions can be made:

> Quite often we are able to make special cases to the School of Graduate Studies for some students who do not meet these minimum requirements but who have some particularly relevant professional experience or have demonstrated significant achievement which qualifies them for entry. However, the admission standards are high and this of course contributes to graduating quality students.[10]

Although Brock requires a mid-B average for admission to its MEd, the University has developed an upgrading program which will enable students to qualify for full admission to the Brock program. This policy of providing individual programs has resulted in a steady decline in rejection rates for program applicants.

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9. Letter from Dr. A.C. Bennett, Acting Dean, College of Education, Brock University, to Mrs. M. Paikin, April 17, 1986.

10. Letter from Dr. M. Fullan to Mrs. M. Paikin, April 24, 1986.

In light of all the above, Council is satisfied that the current needs of Ontario residents for graduate education programs can be satisfactorily met by Ontario institutions. In particular, Council notes the flexibility of enrolment capacities at OISE and Brock and their willingness to take on additional enrolments. In addition, Council finds OISE's admission policies and Brock's efforts to provide upgrading opportunities for students seeking admission to the MEd a strong indication of their determination to be responsive to the needs of Ontario residents. The commitment of Brock and OISE to offering MEd programs at off-campus locations further demonstrates a willingness on the part of these institutions to meet societal needs.

Students enrolled in the MEd at Brock and OISE who attend classes at off-campus sites in Hamilton, Oakville, Toronto, Kitchener and Barrie enjoy greater convenience than their colleagues who are enrolled in the Niagara program given that the Niagara students are required to travel to the home campus to attend approximately one-half their courses. Brock students may complete all of their course work off-campus with the exception of the thesis/project component which requires attendance at Brock's home campus. Similarly, students at OISE studying off-campus are able to complete six of the eight required courses off-campus.

Council finds it reasonable to assume that Niagara students currently enrolled at extension sites in Brampton, Burlington, Hamilton, Kitchener, Mississauga, Oakville, Toronto, Scarborough and Oshawa, who already travel to Niagara Falls, New York to complete one-half the requirements for their degree, would find it no less convenient to study at Brock's off-campus locations in Hamilton and Oakville, at OISE's main campus or OISE's off-campus locations in Kitchener, Hamilton, or at Humber College in Toronto.

Ontario institutions are currently offering graduate education programs which cover substantially the same fields of study as the Niagara program and there is excess capacity at the Ontario institutions. In addition, the Ontario institutions have responded to the needs of Ontario residents by offering their programs at off-campus centres in many of the same locations as Niagara University.

Council is convinced that the Ontario universities have both the capacity and flexibility to meet the

societal need for graduate education programs which has been identified by Niagara University.

Recommendation

It is Council's view that Niagara University's application does not meet all of the criteria and, therefore, its Ministerial consent should not be renewed. Although Niagara's original consent expires on June 30, 1986, Ontario residents may already be enrolled in Niagara courses offered at the extension sites during the summer months. Council believes that students enrolled in summer courses offered by Niagara should be permitted to complete those courses despite the expiration of Niagara's consent on June 30. However, Niagara University should not have Ministerial consent to enrol students in the Fall Term 1986 at Ontario extension sites.

Accordingly, Council recommends to the Minister:

OCUA 86-3

MASTER OF ARTS (EDUCATION)
MASTER OF SCIENCE (EDUCATION)
AT NIAGARA UNIVERSITY

THAT, Niagara University's original consent be extended specifically to cover those students enrolled by June 30, 1986 for courses to be completed by September 1, 1986 and that a new consent not be granted.

Clarification Statement

As indicated in the Ministry's policy statement, all out-of-province institutions receiving a Ministerial consent will be required to include a "clarification statement" on all documents relating to the program offered in Ontario. The "clarification statement" is intended to encourage prospective registrants to verify for themselves whether the degree program offered would be recognized by potential employers and/or other post-secondary institutions. Council believes that, as part of this statement, all institutions should be required to indicate clearly the time period for which the

consent has been granted and the expiry date of the consent. The inclusion of this additional information will serve as notification for those considering enrolling in degree programs offered by out-of-province institutions that, in fact, consent has been granted to operate in Ontario for a specific period of time.

M. Paikin
Chairman

May 23, 1986

APPENDIX A

Ministry of
Colleges and
Universities

Hon. Gregory Sorbara, Minister,
A. K. Adlington, Deputy Minister

Ministry of Colleges and Universities
Policy Statement
Re:

THE GRANTING OF MINISTERIAL CONSENTS

as authorized by the

DEGREE GRANTING ACT

(Chapter 36, Statutes of Ontario, 1983)

Ministry of Colleges and Universities
November 1985

POLICY STATEMENT

Section 4 of the Degree Granting Act, which came into force on June 30, 1984, allows the Minister of Colleges and Universities to give written consent to:

(a) a degree-granting institution established outside Ontario to enable it to do any one or more of the things mentioned in clauses 2 (a) to (d) of the Act; or

(b) a university established outside Ontario to enable it to do any one or more of the things mentioned in clauses 3 (a) to (d) of the Act.

The Minister will consider granting consents to universities and other degree-granting institutions based outside the province following a review of the institution's:

- status in its home jurisdiction and certain accreditation documentation if applicable;
- its proposed degree program and its potential benefit to Ontario residents; and
- its facility in Ontario and library service arrangements.

The following is intended to clarify the Ministry's policy with respect to the granting of these consents:

1. An institution will be considered for a consent only if it is a corporation and is:

   (a) a university or degree-granting institution established in Canada by

      (i) an act of the Parliament of Canada, or

      (ii) an act of a legislature of a province other than Ontario and is a member of the Association of Universities and Colleges of Canada;

   OR

   (b) a university or degree-granting institution established by or under the laws of one of the

states of the United States of America, and which:

(i) is fully accredited by an accrediting agency or association recognized by the United States Secretary of Education, and

(ii) is offering in Ontario a degree program of study fully accredited by an accrediting agency or association designated by the Minister and recognized by the United States Secretary of Education, and

(iii) files proof with the Minister, if requested, showing that the accrediting agency or association referred to in subclause (ii) has certified that the degree program offered in Ontario meets the same standards that apply to such degree programs offered in the United States of America with respect to admission requirements, curricula, qualifications of faculty, hours of instruction, access to library and laboratory facilities, and requirements for graduation, and

(iv) files proof with the Minister, if requested, showing that the accrediting agency or association referred to in subclause (ii) has conducted a recent inspection of the premises and training facilities where the degree program is offered in Ontario;

OR

(c) a university or degree-granting institution established under the laws of any jurisdiction other than those specified in clauses (a) or (b), and which:

(i) is fully accredited by an accrediting agency or is fully authorized to grant degrees in such jurisdiction and is recognized by the Minister, and

(ii) meets such other requirements as the Minister may prescribe.

2. An institution will be granted a consent only if it can establish that there is evidence of societal need and student demand for the proposed degree program.

3. An institution will be granted a consent only if its Ontario on-site facility and library services are deemed by the Minister to be adequate. With respect to library services, an institution must:

   - provide its own on-site library facility with sufficient resources to meet the demands of the program; or
   - guarantee full access to the home campus library by providing telephone access or comparable technology, bibliographic assistance and the provision of material by mail; or
   - contract with a suitable local library, to deliver full services, including the right to borrow books, to its students; or
   - make other arrangements, combining two or more of the above, that are acceptable.

APPLICATION AND ASSESSMENT PROCESS

1. Out-of-province institutions seeking a ministerial consent must submit an application, with the appropriate supporting documentation, to the Minister of Colleges and Universities.

2. The Ontario Council on University Affairs, an advisory body to the Minister of Colleges and Universities, will assess all applications from out-of-province institutions against the criteria outlined in this policy statement and advise the Minister on whether a consent should be granted and any special conditions that may pertain to the granting of such consent.

3. The Minister of Colleges and Universities, based upon the recommendation of the Ontario Council on University Affairs, will make the final decision regarding the granting of consents.

4. Out-of-province institutions receiving a ministerial consent will be required to include a "clarification statement" on all documents relating to the program offered in Ontario. The "clarification statement" is intended to encourage prospective registrants to verify for themselves whether the degree program offered would be recognized by potential employers and/or other post-secondary institutions.

86-II GOVERNMENT SUPPORT OF THE UNIVERSITY SYSTEM IN 1987-88 AND 1988-89

In this Memorandum, Council sets forth its advice on Government support for the Ontario university system. This advice consists of recommendations on targeted funding for 1987-88 and only on base funding for 1988-89. Recommendations on targeted funding for 1988-89 will be made in the 1987 funding memorandum.

New Initiatives by Government

Council applauds the Treasurer's initiative in providing a two-year funding commitment for basic operating grants. Such a commitment should help facilitate planning in each university by expanding the time horizon for which universities know the level of their basic operating grants. Consequently, Council is altering its approach to funding advice by recommending funding levels to meet the cost of its basic funding objectives for 1988-89 rather than for 1987-88. By making this change, Council acknowledges the commitment by Government to a 4% increase in basic operating grants for 1987-88 and makes no recommendations for grant and fee levels to cover the costs of basic funding objectives for that year. Thus, this advice provides a transition to a two-year funding horizon for base operating grants.

The positive impact on university planning of this two-year commitment to base funding will, however, be significantly reduced by Government's new approach to providing incremental funds through targeted grants which, for the most part, have been announced one year at a time. Council is concerned that this approach is counter-productive to responsible fiscal planning. The notable exception to this is the Faculty Renewal Fund. The substantial multi-year commitment made by Government will enable much that is worthwhile to be accomplished.

Targets for funding must be carefully chosen. Short-term or temporary targets which require on-going commitments to people or programs to sustain the initiatives must not cause a further drain on already insufficient base funding when the targeted funds run out. Council is encouraged by the Government's indication of its agenda for the next decade as expressed in the Speech from the Throne. The Government's commitment "to enabling Ontario universities and colleges to establish their

essential place on the path to excellence" is welcome news. But, to a university system already encumbered by years of underfunding, Government has added a weighty burden of expectations. Unable to fulfil its present objectives, the Ontario university system is unlikely to be able to realize the ambitious goals set out for it in the Speech from the Throne without commensurate base funding. It would be irresponsible to ignore base funding problems in favour of short-term objectives.

Council's concern for preserving base funding stems from its goals for the Ontario university system. In 1978, Council outlined in The Ontario University System: A Statement of Issues five goals for the Ontario university system:

(1) to develop a more educated populace;
(2) to educate and train people for the professions;
(3) to provide study at the highest intellectual level;
(4) to conduct basic and applied research including development and evaluation; and
(5) to provide service to the community.[1]

The Speech from the Throne "offers a framework for long-term achievement, rather than a list of short-term promises." It amplifies Council's broad goals for the university system with phrases such as: utilizing "fully and productively the knowledge, ingenuity and skills of our people"; addressing the growing importance of the service sector particularly the "know-how component"; encouraging "basic research, applied research, and technology transfer"; and recognizing Ontario's "leadership role in building a stronger Canada."

Council is convinced that the attainment of these amplified goals continues to be vital to the future economic and social development of the province of Ontario. These are on-going goals which require adequate on-going funding.

In the Speech from the Throne, the Government also indicated a desire to achieve more focused economic or

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1. These goals were subsequently endorsed by the Government of Ontario, The Committee on the Future Role of Universities in Ontario and the Commission on the Future Development of the Universities of Ontario.

industrial strategy objectives. In this "era of transition" in the world economy, "new advanced industries and sophisticated services offer great opportunity for knowledge workers..." One of the province's "considerable strengths" has been its universities. A knowledge-based economy and inadequate funding of universities is not only contradictory but also self-defeating. It is Council's conviction that an effective response to these new policy directions requires not only adequate funding for specific areas, but also sufficient base funding for the universities of Ontario. Targeting will, in the long run, be ineffective if it is built on a crumbling base. Even the short-term effectiveness of this approach will be severely impaired if institutions do not have sufficient funds to maintain, and indeed enhance, their base expenditures. Thus sustaining and enhancing base funding is an integral part of achieving these objectives in order to have a lasting impact on the economic and social development of the province.

Council is not opposed, in principle, to increased targeting of Government grants. Many initiatives may best be promoted by the infusion of funds for specific purposes. However, Council must alert Government to the dangers of too narrow an approach in targeting funds for university education. How can we be certain the targets of today are the opportunities of tomorrow? Does it profit society to accelerate the development of certain specialties while the general education and adaptive skills of the population languish? Can technology be effectively stressed while the humanistic and social context it is meant to serve is ignored? Given these considerations, great care should be given to the choice of targets and the approach to funding them. To ensure the success of initiatives, funding targets must be designed to complement existing or planned approaches for base funding.

In this advisory memorandum, Council provides advice both on the areas and approaches most appropriate for targeted funding for 1987-88 and on the base funding needed for 1988-89.

Government Support in Perspective

On May 26, 1986, the Minister of Colleges and Universities acknowledged in the Legislature that Ontario universities "have suffered deterioration as a

result of a decade of chronic underfunding". This deterioration continues in 1986-87. Since Council's funding advice was last accepted in 1977-78, as a result of the cumulative effects of underfunding, base funding has fallen over $175 million short of the funds needed. In the final year of this period, 1986-87, the shortfall in base funding grew by $58.1 million.[2]

Council is conscious of the increasing importance of operating funding provided outside the normal base allocation. Since the Government has moved to increased targeting of operating grants, Council is questioning whether the more appropriate concern would be with the erosion of total operating funding rather than just base funding. While the match of targets recommended by Council and funded by Government may not coincide, it is possible to identify the recommendations and the grants intended for operating activities. The more telling calculation of the erosion in university funding may be the shortfall between the overall operating funds recommended by Council and the total operating grants allocated (targeted and untargeted). Under this approach, the shortfall in funding for total operating activities for 1986-87 equals 18.1 million. This use of total operating income should be confined to the assessment of the erosion of operating funding. Council's calculation of funding needs continues to emphasize the difference between maintenance, restoration and enhancement of funding.

Recognizing the increasing importance of targeted operating funds, Council has taken these funds into consideration in its approach to estimating future basic operating funding needs. It must reiterate, however, that even when these funds are taken into account, Government operating grants fell far short of the needs

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2. This shortfall between Government support and the universities' basic funding requirements in 1986-87 is based on a recalculation of the cost of Council's basic funding objectives using current estimates of inflation and enrolment change and universities' budgeted revenue available for 1986-87. Incorporated in these recalculations is: 1) an estimate of stable enrolment rather than an enrolment decline of 0.5%, 2) a reduction in the salary inflation estimate from 4.6% to 3.9%, and 3) a reduction in the non-salary inflation estimate from 5.1% to 4.3% (see Appendix A for detailed calculations).

of the Ontario university system in 1986-87. Restrictions on Government funding since 1977-78 have resulted in a growing disparity between the level of service demanded of Ontario universities and the level of resources available to provide that service. Council foresees continued growth in the challenges facing Ontario universities and the demands placed on them. The Speech from the Throne is an excellent example of these increasing expectations. The university system is identified as having a critical role in enabling Ontario to meet the challenges it faces in promoting economic prosperity and social change. Universities will need to increase their efforts in training knowledge workers, providing a bridge to the world of work for young people, providing scientific and technological research and increasing access to future economic and social opportunities. If its own objectives are to be met, Government must make some fundamental decisions with respect to the total funding of the universities of Ontario. Improvements must be made not only for targeted funding, but first and foremost for base funding.

Calculation of Funding Requirements for 1987-88

In the following sections, Council outlines its estimates of the requirements for 1987-88. These estimates include Council's estimates of the funds necessary for the maintenance of operating support (Section A), cyclical renewal of the existing physical plant (Section B), much needed quality restoration (Section C), structural adjustments and special institutional and policy matters of importance to the Ontario university system (Section D), and quality enhancements (Section E).

A. Maintenance of Operating Support

On October 24, 1985, the Treasurer announced that for the year 1987-88 Ontario universities would receive a 4% increase in operating grants to approximately $1,340 million. Council acknowledges this commitment. While not making recommendations on the Government grants and formula fees necessary to meet the cost of Council's basic funding objectives for 1987-88, Council will carry out the calculation in order to show the impact of the 4% commitment on increasing the shortfall in funding, and the continuing importance Council attaches to base funding.

1) Basic Funding Objectives for 1987-88

For 1986-87, Council's basic funding objectives were: 1) to limit the erosion of base funding; 2) to offset inflationary trends; 3) to maintain levels of service; and 4) to adjust for predicted enrolment change. As indicated above, Council now believes that with increased importance being placed on operating funding from outside the normal base funding allocation, the more appropriate concern is with the erosion of total operating funding rather than just base funding. Therefore, Council's first basic funding objective has been modified slightly to reflect this emphasis.

For 1987-88, the basic funding objectives are:

(1) to limit the erosion of operating funding,
(2) to offset inflationary trends,
(3) to maintain levels of service, and
(4) to adjust for predicted enrolment change.

2) Cost of Basic Funding Objectives for 1987-88

The method for costing Council's basic funding objectives for 1987-88 and the factors used for the calculation are outlined in Appendix B. The methodology used for calculating the cost of basic funding objectives differs from last year, reflecting the change by Government to more targeted funding for operating activities. The results are documented in Table B-1 of the Appendix.

Council estimates that to maintain the existing level of service in 1987-88 would, at a minimum, require $1,809.1 million or a 7.8% increase in base funding. This would require $1,397.6 million or an 8.5% increase in basic operating grants (rather than the announced increase of 4%), and an 8.5% increase in formula fee rates. Council urges Government to consider that the 4% increase it has provided is, at a minimum, approximately $58 million short of the universities' needs to maintain their existing "deteriorated" level of service.

B. Cyclical Renewal of Physical Plant

For 1986-87, a total of $43.6 million has been made available in capital grants to Ontario universities. Only $17.8 million of this amount is allocated toward

projects covered by Council's 1985-86 capital funding recommendation of $36.1 million for new major repairs, renovations, alterations and replacement projects. The remaining $25.8 million is allocated towards the carry-over costs of existing projects and projects which provide additional space in the universities.

The provision for the on-going cyclical renewal of universities is essential to maintain the capital stock of Ontario universities. It allows for the continuing renewal of the physical plant and the avoidance of crisis management in this area. Major repairs, renovations, alterations and replacement projects can also have a significant impact on job creation in each community in which universities are located, providing employment in the local economy for construction trades and others.

Council continues to use a level of 1% of the value of the space inventory in the university system as the minimum necessary annually for major repairs, renovations, alterations and replacement projects. For 1987-88, the value of this space inventory has been adjusted for inflation by increasing last year's recommendation for capital assistance by 3.5%, the most recent increase in the Non-Residential Building Construction Output Price Index (from the fourth quarter of 1984 to the fourth quarter of 1985).

Accordingly Council recommends to the Minister and Lieutenant-Governor in Council:

OCUA 86-4

LEVEL OF SUPPORT FOR MAJOR REPAIRS, RENOVATIONS, ALTERATIONS AND REPLACEMENT PROJECTS IN 1987-88 FOR THE CYCLICAL RENEWAL OF THE EXISTING CAPITAL STOCK

THAT, funds for capital assistance for new major repairs, renovations, alterations and replace-ment projects in 1987-88 be $37.4 million, plus any amount required for carry-overs and essential new construction.

C. Restoration of Quality

Council has been concerned with the effects of

underfunding on the quality of university instruction and research for a number of years. The Council of Ontario Universities (COU) recently completed a tour of Ontario universities and information campaign. It concluded:

> ...the Ontario university record of excellence in adversity cannot be maintained for much longer. After a decade of neglect, Ontario universities urgently require additional funding in order to fulfill their critical role in the future economic and intellectual development of this province.[3]

Some of the findings of the tour pointed to the damaging effects of underfunding. The university presidents found:

- some university scientists conduct environmental biology research in a converted beef barn, sharing their quarters with diseased sheep, and storing laboratory supplies in century-old horse stables.
- a fire department report labelled 120 buildings in one university "unsafe fire hazards".
- numerous classrooms are crowded beyond fire marshall's regulations.
- numerous classrooms are so crowded that students are forced to study sitting on the floor or in stairwells.
- some universities have a moratorium on library book purchases.
- one university engineering faculty was in danger of losing its accreditation because of its outdated equipment, until students voted to donate $100 on top of their fees every year to help upgrade it.[4]

It is of critical importance to address the problems that have been created by the deterioration in quality associated with several years of underfunding. In the following sections, Council recommends that additional funding be made available to address a serious and cumulative deterioration in non-salary items - physical plant, equipment and library resources.

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3. Council of Ontario Universities, The Tour and Information Campaign, 1986, p. 1.

4. Ibid., p.5.

1) Deferred Maintenance of Physical Plant

Under the section above, "Cyclical Renewal of Physical Plant", Council recommended that $37.5 million be made available in 1987-88 for the on-going maintenance of the universities' physical plant. This recommendation is based on the belief that throughout the life of the universities' physical plant an equal annual provision (1% of the value of the space inventory) will, on average, provide for adequate maintenance of the capital stock. However, over the past several years Ontario universities have not received the necessary annual allocation to meet their on-going repairs, renovations, alterations and replacement project needs. Council estimates that cumulative shortfall in Government's funding for cyclical renewal from the inception of Council's advice on this matter now equals $205.1 million in 1986 dollars. This level of underfunding for capital renewal has been much more severe than for operating fund activities and represents an increasingly critical priority.

Council's annual recommendations on cyclical capital renewal assume that in every other year of the life of university buildings a similar provision is made. Unlike some operating expenditures where a delay in funding or lack of funding affects only that particular year's operations, a shortfall in capital funding has a cumulative impact on the university's physical plant. In Council's view, if the universities have to continue to defer significant capital maintenance, this will necessitate extraordinarily large outlays of capital assistance in the future. Over the long term these outlays will be much more costly than the annual provision of a reasonable level of funds for repairs, renovations and replacement projects.

In Advisory Memorandum 85-IV Council recommended that $25 million be allocated to begin to address this backlog of deferred maintenance in a systematic manner. This recommendation was rejected. However, Council continues to believe that this critical need must be addressed. Accordingly, as a first step towards addressing this problem, Council recommends to the Minister and Lieutenant-Governor in Council:

OCUA 86-5 **LEVEL OF SUPPORT FOR DEFERRED MAINTENANCE OF PHYSICAL PLANT IN 1987-88**

THAT, in addition to the amount recommended in 86-4, funds for capital assistance in 1987-88 include, at a minimum, $25 million for deferred repairs, renovations, alterations and replacement projects.

2) Equipment and Library Needs

Council welcomes the initiative undertaken by Government in the University Excellence Fund to provide $25 million for equipment and library purchases in 1986-87. This initiative responds to the concerns Council has expressed for a number of years about the level of funding available for the purchase of equipment and library resources, particularly in the areas of instructional equipment and library acquisitions. These areas have deteriorated significantly over the past eight or nine years.

In Advisory Memorandum 85-IV, Council recommended that $10 million be made available for 1986-87 in order to begin to restore both the stock of equipment and library collections to adequate levels. This recommendation was in addition to the $35 million identified as being necessary for the cyclical renewal of the existing stock of equipment and furniture in Ontario universities. On the one hand, the level of funds provided by Government exceeds Council's special recommendation by $15 million. On the other hand, it ignores the need to make this funding additional to adequate base funding for the normal renewal of these items. In particular, the basic operating grants did not provide sufficient funds for the cyclical renewal and maintenance costs of equipment and furniture identified by Council (approximately $26 million for equipment renewal). The $25 million provided for library enhancement and student equipment cannot be considered to have effectively restored quality in these areas. These funds have gone part way towards providing for a more normal level of equipment renewal and library acquisitions.

For a number of years Council has been concerned with the deterioration of library resources in Ontario universities. In the 1960s and early 1970s Ontario developed significant library resources in its

universities. For the past several years, however, they have been seriously eroded. Council believes that as repositories and disseminators of knowledge the libraries of Ontario universities will become an increasingly important "resource" in the knowledge based economy envisioned by Government. It is critical, therefore, to restore library resources to adequate levels.

In its Fall 1985 hearings, Council raised several issues related to recent trends in student computing costs. Many institutions indicated that the demand for student computing will continue to grow and that costs in this area will escalate significantly, requiring increased funding. Concerns for meeting this need are heightened by the fact that the useful life of computer equipment is very short, with much computer hardware becoming obsolete in three to five years. If Ontario universities are to be able to provide students with the skills to function in an "information society", additional resources must be provided to purchase up-to-date equipment and computing facilities. As a beginning, funds must be provided to address the serious backlog of unreplaced obsolete equipment.

The need to redress the serious backlog of unreplaced obsolete equipment and the serious erosion of library resources over past years will remain in 1987-88. The announced 4% increase in basic operating grants will not adequately cover current needs in this area, let alone provide for quality restoration. Additional funds must again be made available for the purchase of equipment and library resources. Given the strains on base funding anticipated, such funding must also provide for the indirect costs of providing these resources as outlined in Advisory Memorandum 85-VIII. Realistically, given the 4% increase in base funding, the funds recommended will not even provide for normal levels of equipment and library acquisitions. Consequently, Council feels strongly that a specific recommendation for additional funding is required to arrest any further deterioration in the stock of equipment and library collections and perhaps begin to restore them to adequate levels. Accordingly, Council recommends to the Minister and Lieutenant-Governor in Council:

OCUA 86-6 **EQUIPMENT AND LIBRARY FUNDING FOR 1987-88**

THAT, at a minimum, $25.0 million be provided in 1987-88 in recognition of the special need for the restoration of the stock of equipment and library collections.

D. Structural Adjustments and Special Institutional and Policy Matters

Council has identified several structural rigidities or anomalies in the Ontario university system and its funding mechanisms which severely inhibit the universities' flexibility and their ability to respond to new initiatives and meet existing goals for the system. Given the severe constraints on base funding, Council believes it is vital to provide special funding to address these problems and to enhance institutions' abilities to respond to the challenges that face them.

One example of the need for structural adjustment is in the area of the faculty age distribution in the province. Council applauds Government's multi-year commitment to faculty renewal. This initiative will have a significant impact on overcoming the current and future problems inherent in the present faculty age profile. It provides an opportunity to make a commitment to young talented scholars at a time when there are too few retirements to allow these opportunities to be funded from base funding. It will also help reduce the problems of hiring new faculty when the retirement bulge occurs in the future. Council believes that this initiative can have a significant impact on shaping the future of the Ontario university system.

Other areas for which Council makes special recommendations are operating grants allocation adjustments, program adjustments and program specialization.

1) Operating Grants Formula Anomalies

In the past few months Council has undertaken a process of consultation with the university system to develop a new operating grants mechanism. Council has identified the primary direction of change as stabilizing core funding for each institution for

several years.

A number of concerns about the current allocation of operating grants in recognizing individual institutional needs have been expressed to Council. These concerns have been heightened by the general degree of underfunding faced by the university system, which has resulted in a lack of flexibility to deal with particular situations within the universities. Council views these concerns as being additional to the overall need to restore quality eroded by years of underfunding.

Council believes that it may be in the public interest to address some of these concerns. At this stage in its deliberations on allocation revision, Council is not able to specify either which anomalies should be adjusted or exactly what level of funding would be required to do so. This can only be done when the final allocation mechanism is developed. Council believes, however, that there are four areas which must be considered for adjustment: research overheads, recent enrolment growth, institutional size and mission, and institutional weights (Ryerson and the Ontario College of Art). These concerns should be addressed only if there are sufficient funds available to support the adjustment. These adjustments should not be made in a zero-sum situation where they result in reductions in funding of other underfunded institutions.

In the case of research overheads, Council believes that if recognition by funding is not given to institutions that have significantly expanded their research activity with little incremental funding, their current level of activity might not be maintained. Council is convinced that it is important to sustain and enhance outstanding university research efforts and would recommend that they not be curtailed at a time when excellence in research should be receiving a high priority. Currently, there is a substantially higher cost associated with being a leading research university in Ontario. Institutions cannot sustain these costs indefinitely without seriously detracting from their activities in other areas. The research excellence found at these institutions should be supported and not be placed in jeopardy.

Similarly, Council believes that if recognition by funding is not given to institutions that have significantly expanded their instructional activities with little incremental funding, levels of enrolment may not

be maintained. While Council believes that the demand for university instruction in the next several years will decline only slightly, the demand may not be distributed evenly among the universities. Council is convinced that, if Government's objectives in training "knowledge workers" for new advanced industries and sophisticated services are to be realized, access to high quality university education must be enhanced, not restricted.

While Council is currently unsure of the magnitude of the funding necessary to provide for adjustment for research overheads and recent enrolment growth, projections indicate that it could require an ongoing commitment of between $30 million and $50 million.

In the case of funding adjustments for size, mission and institutional weights, Council must examine the relative cost structures of the institutions involved. It is argued that there are additional costs inherent in small sized institutions or institutions with special-ized missions which require either an uncommonly broad program offering or a restricted program mix. Given the size of these institutions and the incremental nature of the changes likely Council anticipates that any ongoing funds necessary for these adjustments would be modest.

Any adjustments to correct for current funding anomalies must be on-going and incorporated into the basic operating grants in future years. Short-term funding adjustments will not deal with base funding anomalies.While the final grant value needed to make any of these adjustments will not be known until the long-term operating grants allocative mechanism is determined, Council believes that it would be imperative to begin to phase-in this funding in 1987-88 (the first year for implementing the new allocative mechanism). As a starting point therefore Council is recommending that an initial amount of $1 million be provided to begin to fund anomalies in 1987-88. Council is certain that the total of any such adjustment will exceed this amount and will be finalized in advice on formula revision later this year.[5]

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5. This is similar to recommendation 83-12, where Council recommended additional funds be provided for the incremental costs of existing bilingualism programs on the basis of preliminary information. A final bilingualism cost figure was indicated in Advisory Memorandum 83-IX.

Accordingly, Council recommends to the Minister and Lieutenant-Governor in Council:

OCUA 86-7

OPERATING GRANTS ALLOCATION ADJUSTMENT FUNDING FOR 1987-88

THAT, at a minimum, $15.0 million be provided in 1987-88, and be incorporated in the basic operating grants in subsequent years, in recognition of the special need for adjusting the allocation of basic operating grants among institutions.

2) Program Adjustment and Specialization

In the Speech from the Throne, Government indicates a need for "determining the areas of specialty universities can master, and the avoidance of unnecessary program duplication". Council has in past considered the concept of rationalization or incentive grants to facilitate program changes at an institution in order to consolidate program offerings. Unlike differentiation grants which are more long-term and recognize that formula income may never be sufficient to allow the institutions to operate in a defined role, these grants were conceived as being relatively short-term to allow certain program changes. To date, rationalization grants have not been used by Council, but could help to achieve the objectives indicated in the Throne Speech.

Another aspect to the funding of program changes is the impact of increased funding stability and reduced funding sensitivity to enrolment change. As indicated above, Council's efforts in the area of operating grants formula revision has led to the conclusion that the allocation of operating grants must become more stable and less sensitive to enrolment change. An outcome of this increased funding stability is that when one institution eliminates a program in order to consolidate its program offerings, there may be insufficient incremental income for another institution with strength in that field to be able to accommodate the displaced students. As a consequence, the university system's

capacity in that discipline could be reduced below system needs. Similarly, in new fields which become a provincial priority there may be insufficient funds available to amass the resources required to offer a new program.

Council foresees a need to fund a portion of the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative efforts or joint programs in order to facilitate desired program adjustments. The length of commitment should vary from short-term for program closings to more long-term for program openings. Funding for program closures, capacity shifts and joint programs is, in effect, an incentive system to provide more focus for the university enterprise in Ontario. Funding for program start-up in areas of critical need identified by Government or Council is an incentive program for new initiatives. However, in each case a multi-year commitment must be made to phase-in the changes anticipated. Carry-over funding similar to that provided for capital grants should be instituted. Under this arrangement a commitment should be made to fund a particular program adjustment over a period of time and the flow of funds should be identified. Funding recommendations would be on a "new start" basis similar to Council's current approach to capital funding.

Council believes the best way to fund these program adjustments is through a challenge fund. Under such an arrangement, institutions will be able to make proposals for program adjustments and negotiate funding for them. Council and the Minister should also be able to use these funds to provide incentives for program consolidation and specialization as well as new program areas. As a challenge fund, funds not used in any one year for program adjustments should not be allocated to the university system in that year. Council believes that this will provide a significant incentive to institutions to examine and consolidate their program offerings.

At this point, it is difficult to determine the funding necessary to support the types of program adjustment outlined above. Each case should be judged on its own merit. Given the challenge fund approach suggested, any over-estimation of the funds required would revert to Government. Council believes that with experience it will be much easier to assess future

funding requirements for new program adjustments as well as carry-overs.

Accordingly, Council recommends to the Minister and Lieutenant-Governor in Council:

OCUA 86-8 **PROGRAM ADJUSTMENT GRANTS FOR 1987-88**

THAT, $10.0 million be provided in 1987-88 for institutional program adjustments.

3) Estimated Costs of the Bar Admission Course

Council has consistently recommended that Government cover the cost of the grant-in-aid for the Bar Admission Course of the Law Society of Upper Canada separately from its provision for Council's basic funding objectives. This recommendation has not been met. Council continues to believe that such a provision is necessary and desirable. Accordingly, Council recommends to the Minister and Lieutenant-Governor in Council:

OCUA 86-9 **FUNDING FOR 1987-88 FOR THE BAR ADMISSION COURSE**

THAT, $0.8 million be provided in 1987-88 for a grant-in-aid for the Bar Admission course.

E. Quality Enhancements

In addition to restoring the quality of instruction and research which have deteriorated as a result of years of underfunding, Council believes that there is a need for quality enhancement in designated areas. It is Council's view that quality enhancements should build upon existing centres of strength and be highly concentrated in specific fields. Council regards the establishment of centres of excellence as a necessary and worthwhile initiative in this direction.

Centres of Excellence

In the recent Speech from the Throne the Government stated its intention to "encourage the development of centres of excellence in Ontario post-secondary institu-

tions". Council supports such an initiative and believes that concentrating top-ranked intellectual resources in key fields at Ontario universities can lead to a significant improvement in the Province's research efforts.

Council notes with particular interest the intention of the Government to establish a Premier's Council which will direct a $1 billion technology fund (to be allocated over the next decade) to "support, complement and encourage science and technology research in the private sector and post-secondary institutions." One of the principal tasks of the Premier's Council will be to establish "broad provincial priorities in support of critical industries and technologies, to concentrate our resources on areas of specialization and avoid duplication." It is Council's view that the creation of centres of excellence is consistent with this objective and the general directions outlined by Government for the technology fund.

The creation of centres of excellence at Ontario universities can be an important vehicle for coordinating the work of teams of researchers with the activities of the private and public sectors as well as those of universities. Such an initiative can be expected to result in increased research productivity, greater rationalization of resources, improved networking both inside and outside the university and the development of expertise in critical industries and technologies. The concentration of top-ranked competence within specific fields leads to mutual reinforcement and consultation, spin-off of creative ideas and cooperation rather than duplication.

In exploring the concept of centres of excellence Council examined a number of approaches to developing such centres. One such approach recognizes the value of centres of excellence in enhancing collaboration between universities and the private sector on research and development. A recent report of the Corporate-Higher Education Forum entitled "Spending Smarter", examined the success of high-tech communities and research parks as an illustration of how cooperative research advances the objectives of universities and corporations while creating new employment and protecting existing jobs. Specific examples cited in the report of world-renowned centres of technology-driven development include Route 128 (Massachusetts), Silicon Valley (California), the Research Triangle Park in North Carolina and a similar

development in Cambridge England. Each of these cases affords an impressive example of job creation arising from technical achievement. The report analyzed the development of these areas and identified the presence of at least one university with an outstanding academic reputation and particular strengths in the applied sciences and engineering as an essential factor if such a centre is to flourish.

While obviously successful in other jurisdictions, a major weakness of this approach when applied to the Canadian setting may lie in the corporate concentration of research and development (R&D) expenditures. Approximately 70% of Canadian corporate R&D expenditures in 1984 was carried out by a handful of large companies. Given that the demand for research and development from the private sector in Canada is low and highly focused among a small number of companies, the potential benefits resulting from this approach may be more limited than that in other countries.

Council consulted with COU and received suggestions with respect to the structure of centres of excellence. One model involves the placing of a centre at one university where a major piece of scientific equipment or a major scientific installation is involved. Such a centre could draw on intellectual resources from across the province. Funds would be required to allow release-time for faculty to work at the centre as well as to provide for infra-structure support and adequate space to accommodate research equipment and the personnel making use of the centre's facilities.

Another approach would be to create a centre of excellence as a focus of intellectual activity rather than in a geographical sense. An example of such an approach is the artificial intelligence program established by the Canadian Institute for Advanced Research (CIAR) where the nature of the research is such that it may be undertaken by researchers at different institutions who are linked through their work on a common problem. Resource requirements for this type of centre would involve supporting individual researchers at their own institutions and providing adequate funds to allow the centre to initiate and coordinate these activities. For example, the CIAR assumes the salaries of its fellows as well as the cost of their interaction with other scientists in their respective programs. The approximate value of each new fellowship is $500,000 over a five-year period.

COU also suggested that the establishment of chairs could be viewed as a key ingredient in the development of such centres. In order to attract top-ranked intellectual resources, these chairs would have to provide for adequate research support in terms of staff, equipment and space as well as a substantial salary for the lead person. Given that these chairs must be stable in order to be attractive, a commitment of at least five years would have to be made. Although the precise cost would be dependent largely on the discipline involved, it is estimated that approximately $200,000 annually would be needed to fund one chair. Further, it is estimated that a minimum of $2 million would be necessary to endow one chair.

Council cannot at this time endorse any one approach to creating centres of excellence. However, Council believes that in order to maximize the impact of such an initiative, the importance of building centres of excellence upon existing strengths at Ontario institutions is crucial. It is Council's view that the number of centres must necessarily be few. Their identification will require a considerable knowledge of the university environment. Council believes strongly that a process to identify existing centres of strength upon which to build should tie in with program planning processes already in place. In addition, it is fundamentally important that decisions not be made in isolation from broader considerations of higher education planning.

Although the tone of the Throne Speech suggests the creation of "world class" centres, a preliminary look at existing centres of international calibre in Canada and the United States indicates that excellence on a truly world class level has major funding implications which may not be fully appreciated. For example, Allelix Inc., a Toronto-based biotechnology company, was created in 1982 to develop products and processes related to agriculture, diagnostics and specialty chemicals. A funding commitment of $95 million over 7 years was made by the Canada Development Corporation, John Labatt Limited and the Ontario Development Corporation. Although Allelix claims to have enjoyed significant successes in each of the three areas in which it concentrates, the company has discovered that, in order to realize the market potential of its biotechnological advances and the consequent pay-off in terms of increased jobs and exports, additional funds are required. The experience at Allelix indicates the

significant costs involved in launching a free-standing centre of excellence and underscores the importance of utilizing existing resources by building upon identified centres of strength in Ontario universities.

The Wharton School of Business at the University of Pennsylvania is regarded by many as a centre of excellence. Wharton joined the handful of schools in the United States offering both an undergraduate and MBA major in entrepreneurship. Supporting excellence, even in non-resource intensive areas such as business, is a costly undertaking. For example, in 1985 alone, the Wharton School of Business established 6 endowed chairs at $1.5 million (U.S.) each, hired 58 new faculty members, boosted faculty pay (in order to remain competitive), and initiated a $5 million fund for seed money for student enterprises to support its entrepreneurial focus. All of these enhancements have been added to what is already viewed as a centre of considerable strength.

Research is expensive. The 1985 research and development budgets of Bell Labs (U.S.) and Bell Northern Research (Canada) equal $1,900 million (U.S.) and $657.7 million respectively. If the intention is to achieve levels of excellence referred to in the examples above, resources far in excess of those indicated so far by Government would be required.

Council is of the opinion that funds made available to create centres of excellence must be highly concentrated and specifically focused. There have been numerous reports by organizations in both the public and private sector which have documented Canada's comparatively low R&D investment levels. Canada's spending levels have been consistently lower than the levels in other developed countries. Given the meager emphasis Canada places on R&D in general, effort should be made to build upon existing strengths and concentrate our intellectual and financial resources in niches identified as being of vital importance to Ontario's economic and social development.

In light of the above considerations, Council believes that an expert knowledge of the strengths and capabilities of the Ontario university system, its research enterprise and private sector R&D needs, is essential to determining the establishment of centres of excellence. While the Throne Speech indicates that the Premier's Council will have responsibility for

determining the priority areas in which these centres should concentrate, the complex task of identifying existing strengths and structuring the centres should be undertaken by a separate group.

Council reiterates its support for the concept of Centres of Excellence. It is Council's view that creating centres of excellence by building upon existing strengths at Ontario institutions and enhancing cooperation between universities and industry on research and development will address goals outlined by Government in the Throne Speech. Such an initiative has the potential to meet the needs for innovation and progress of the province's research community while serving as a tool of economic development. Formal advice with respect to centres of excellence is not contained within this memorandum, however, Council would be prepared to submit more detailed advice in the future.

Calculation of Funding Requirements for 1988-89

Council will provide its funding advice for 1988-89 in two advisory memoranda. To facilitate a two-year funding horizon for base funding, Council provides in the following sections its estimate of the funds required for the maintenance of operating support for 1988-89. Council will provide its advice on the funds needed in 1988-89 for cyclical renewal of physical plant, restoration of quality, structural adjustments and special institutional and policy matters and quality enhancement in its 1987 funding memorandum.

1) Basic Funding Objectives for 1988-89

Council's basic funding objectives for 1988-89 are:

1) to limit the erosion of operating funding,
2) to offset inflationary trends,
3) to maintain levels of service, and
4) to adjust for predicted enrolment change.

2) Cost of Basic Funding Objectives for 1988-89

The method for costing Council's basic funding objectives for 1988-89 and the factors used to calculate the funds required are outlined below. Table 1 documents the results. The methodology used for

THE COST OF BASIC FUNDING OBJECTIVES FOR 1988-89
($ MILLION)

Expenditures	1 1987-88 Base	2 Base Adjustment	3 Inflationary Trend Costs	4 Service Level Costs	5 Predicted Enrolment Change	6 Stabilization Factor	7 Cost of Basic Objectives
Salaries and Fringe Benefits	1,380.5	14.4	55.8	20.3	(7.4)	3.7	1,467.3
Non-Salary	358.2	3.7	16.8	36.6	(2.1)	1.1	414.3
TOTAL	1,738.7	18.1	72.6	56.9	(9.5)	4.8	1,881.6

Notes:

1. Factors for each column of the table are as follows:

	Salaries and Fringe Benefits	Non-Salary
Column 2:	$14.4 million	$3.7 million
Column 3:	4.0%	4.7%
Column 4:	1.4%	$36.6 million
Column 5:	- 0.5%	- 0.5%
Column 6:	- 50.0% of Column 5	- 50.0% of Column 5

2. The above percentage change factors, except for Column 5, are applied to the cummulative total of the previous columns.

calculating the cost of basic funding objectives is similar to that outlined in Appendix B for 1987-88.

(i) <u>The 1987-88 Base</u> (Column 1)

Council's estimate of the basic financial requirements of the Ontario university system for 1988-89 is calculated by escalating the universities' estimated expenditures in 1987-88 by two factors: (a) Council's estimate of the erosion in operating funding from 1985-86 to 1986-87, and (b) Council's estimate of the cost of maintaining the resulting level of service. In calculating the 1987-88 expenditure, it is assumed that expenditures in 1987-88 will be equal to estimated revenues. The details of this calculation are found in Appendix C.

On this basis, Council estimates that the 1987-88 base of operating revenue and expenditures of all institutions (the fifteen provincially-assisted universities, the affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College) will be $1,738.7 million. The 1987-88 base expenditures are apportioned according to their corresponding share in the universities' budgets; 79.4% for salaries and fringe benefits and 20.6% for non-salary items.

ii) <u>Base Adjustment</u> (Column 2)

Following the approach adopted in Appendix B for estimating the cost of basic funding objectives for 1987-88, Council includes a base adjustment factor in its 1988-89 funding model. Since, at the present time, only base operating grants are known for 1987-88, it is not possible to estimate the shortfall, if any, in total operating support for 1987-88. Council, therefore, proposes to "slip" the base adjustment by one year. In column 2 of Table 1, the 1987-88 base is adjusted by the 1986-87 shortfall in total operating support. This adjustment factor is the same as that calculated in Appendix B. The resulting $18.1 million is apportioned between salary and non-salary expenditures according to each category's share of base budgets.

iii) Increases in Costs due to Inflation (Column 3)

Council has reviewed forecasts made by several competent authorities of the increase in the Consumer Price Index (CPI). Council has deep reservations, however, about inflation forecasts beyond one year in length and is hesitant to place much emphasis on long-term forecasts. Council uses a figure of 4.0% as its salary inflation factor, resulting in an estimated $55.8 million in additional salaries and benefits. While this factor represents Council's "best guess" at this time, if inflationary change varies significantly in the next two years such variance should be incorporated in the cost of basic objectives.

In the past five years the annual increase in the Ontario University Non-Salary Price Index averaged 16.3% higher than the annual increase in CPI. Council's 1988-89 non-salary inflation factor is derived by increasing the projected 4.0% increase in CPI by the average differential between the increase in OUNSPI and CPI for this period. This yields a value of 4.7%, resulting in an estimated $16.8 million in non-salary inflation costs.

iv) Increase in Costs of Maintaining Existing Service Levels (Column 4)

a) Salary-related Service Level Costs

Council's 1988-89 provision for meeting the salary-related costs of maintaining levels of service is a consequence of the uneven age distribution of the faculty and staff complement which in turn generates a net cost in providing for progress-through-the-ranks (PTR). This net cost results from the situation where the number of people returning (with higher salaries) and being replaced by younger people (with lower salaries), is not sufficient to provide the total funds required for the normal progress of continuing faculty and staff. The faculty manpower flow model developed by the Council of Ontario Universities (COU) predicts that, for the existing age distribution of faculty, the net costs of providing for PTR in 1988-89 will be 1.4% of salaries and benefits. This results in an additional $20.3 million in PTR costs.

(b) Non-Salary Service Level Costs

In its 1986-87 funding advice, Council adopted a 12-year replacement cycle for equipment and furniture stocks. This was done after an extensive review of private sector and university replacement procedures. For 1988-89 Council escalates its 1987-88 estimate found in Appendix B by its 1988-89 non-salary inflation factor outlined above. Council, therefore, estimates that in 1988-89 an additional $36.6 million must be made available for the cyclical replacement of equipment and furniture.

v) **Projected Change in Enrolment** (Column 5)

Council has reviewed COU's Committee on Enrolment Statistics and Projections long-run enrolment estimates, trends in the size of cohort (18-24 years of age) from which universities will draw the majority of students, recent trends in participation rates, and recent data on retention rates and the consequent flow-through of enrolment in upper years in 1988-89. On the basis of this information, Council estimates that enrolment in the university system in Ontario will decline by 0.5% in 1988-89.

vi) **Funding Stabilization** (Column 6)

In order to dampen the effect of enrolment change in any one year on the level of funding, Council, for a number of years, has discounted by 50% the projected growth or decline in enrolment used in its funding advice. Council continues to use this discount factor for 1988-89. Taking into account the level of enrolment change predicted in Column 4 (-0.5%) for 1988-89 and applying the 50% enrolment discount factor adds $4.8 million to the funding model.[6]

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6. The reduction in enrolment costs of $9.5 million associated with the 0.5% decline in enrolment, discounted by 50% under the stabilization factor ($4.8 million), results in a net decline in enrolment-related costs of $4.7 million.

vii) Total Cost of Basic funding Objectives
(Column 7)

The total cost of basis funding objectives in Column 7 of Table 1 is the sum of the first six columns. Council's estimate of the total cost of basic funding objectives for 1988-89 is $1,881.6 million - an 8.2% increase over the 1987-88 estimated expenditure base.

Estimated Government Grants Required to meet the Basic Funding Objectives

Council estimates that the other income accruing to the university system in 1988-89, in addition to Government grants, will be:

i) from other sources, $70.6 million, the same as the amount projected for 1987-88;
ii) from fees other than tuition fees, $26.4 million, the 1987-88 projection adjusted for the projected 0.5% decline in enrolment in 1988-89; and
iii) from formula tuition fees, $300.8 million at 1987-88 fee rates including an adjustment for the predicted 0.5% decrease in enrolment in 1988-89.

Consistent with Council's advice on formula fee rates in Advisory Memorandum 79-IV, formula fee rates are increased by the same percentage as operating grants. Therefore, formula fee rates and Government grants should be increased by 8.8%. As shown in Table 2, Council estimates that of the total $1,881.6 million required, $1,457.3 million must be made available as Government operating grants to meet the costs of Council's basic funding objectives in 1988-89.

Accordingly, Council recommends to the Minister and Lieutenant-Governor in Council:

OCUA 86-10 **GOVERNMENT OPERATING GRANTS FOR 1988-89 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES IN FUNDING PROVINCIALLY-ASSISTED UNIVERSITIES AND THEIR AFFILIATED COLLEGES, RYERSON POLYTECHNICAL INSTITUTE, THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION, THE ONTARIO COLLEGE OF ART AND DOMINICAN COLLEGE**

THAT, $1,457.3 million in basic operating grants be made available in 1988-89 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College.

OCUA 86-11

FORMULA FEE RATES FOR 1988-89 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES

THAT, formula fee rates for 1988-89 be increased by the same percentage as operating grants, namely 8.8.%, to provide $327.3 million in formula fee revenue to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College, and that this increase in formula fee rates be fully reflected in the Ontario Student Assistance Program.

Conclusion

While funding was increased for 1986-87, the amount continued to fall short of that recommended by Council and needed by Ontario universities. It is Council's conviction that the funds recommended in the memorandum and summarized in Table 3 are the minimum required to ensure that quality does not decline further and that needed initiatives are undertaken. Council will provide further funding advice on targeted grants for 1988-89 in its 1987 funding memorandum.

M. Paikin
Chairman

June 20, 1986

TABLE 2

Cost to Government of Meeting Council's Basic Funding Objectives for 1988-89: Provincially-Assisted Universities, Affiliated Colleges, Ryerson OISE, OCA and Dominican College
($ million)

1. Cost of Basic Funding Objectives	1,881.6
2. Other Revenue	(70.6)
3. Other Fee Revenue	(26.4)
4. Total Formula Fees and Government Operating Grants required to meet Council's Basic Funding Objectives	1,784.6
5. Formula Fee Revenue at 1987-88 rates and the predicted 1988-89 level of enrolment	300.8
6. Estimated 1987-88 Operating Grants	1,339.2
7. Estimated 1987-88 Operating Grants and enrolment-adjusted Formula Fee Revenue (line 5 + line 6)	1,640.0
8. Percentage increase in Operating Grants and Formula Revenue $\frac{\text{line 4 - line 7}}{\text{line 7}} \times 100$	8.8%
9. Additional Formula Fee Revenue generated by an 8.8% increase in formula fee rates	26.5
10. Total formula Fee Revenue (line 5 + line 9)	327.3
11. Cost to Government of Basic Funding Objectives (line 6 increased by 8.8%)	1,457.3

Table 3
Summary of Grant Recommendations
($ million)

1987-88

A. Maintenance of Basic Operating Support (announced 4% increase would be an estimated $1,339.2 million)	
B. Cyclical Renewal of Physical Plant	37.5
C. Quality Restoration	
1) Deferred Maintenance of Capital Stock	25.0
2) Equipment and Library Needs	25.0
D. Structural Adjustments and Special Institutional and Policy Matters	
1) Operating grants formula anomalies	15.0
2) Program Adjustment and Specialization	10.0
3) Grant-in-aid for the Bar Admission Course	0.8
Total Grants Recommended	113.3

(This would provide $1,452.2 milion in total grants for 1987-88)

1988-89

A. Maintenance of Basic Operating Support	1,457.3

(Targeted funding for cyclical renewal of physical plant, quality restoration, structural adjustments and special institutional and policy matters, and quality enhancements will be recommended in Council's 1987 funding memorandum.)

Appendix A

Revised Calculation of Shortfall in Funding for 1986-87

The estimate of the basic funding requirements for 1986-87 contained in Advisory Memorandum 85-VIII has been revised to reflect up-dated estimates of CPI and enrolment change. The inflation factors for salary and non-salary items have declined from 4.6% and 5.1% to 3.9% and 4.3% respectively. Enrolment change projections have been changed from a decline of 0.5% to 0.0%. As a result, the revised estimate of the cost of basic funding objectives in 1986-87 is $1,735.8 million.

The estimate of total funds available to the Ontario university system has also been revised to reflect up-dated information on government grants, fees and other income. Council now estimates that total fee income (formula tuition and other fees) will be $319.4 million in 1986-87. Government operating grants will total $1,287.7 million (not including those funds provided for operating expenditures that are not part of the cost of basic objectives: $0.794 million for the grant-in-aid to the Bar Admission Course, $10 million for faculty renewal, $15 million for research leadership and $25.0 million for library enhancement and student equipment). Other revenue is estimated to be $70.6 million in 1986-87. Thus, the total estimated revenue available to the system is $1,677.7 million.

The revised estimate of the shortfall in revenue compared to expenditures required to meet the basic funding objectives is $58.1 million ($1,735.8 - $1,677.7 million).

Council's estimate of total operating funding needs for 1986-87 is the sum of the revised estimate of the cost of basic funding objectives ($1,735.8 million) and $10.0 million for equipment and library needs. This equals $1,745.8 million.

The estimate of the total operating funds available for 1986-87 is the sum of the estimate of the funds available for the cost of basic funding objectives ($1,677.7 million) and $50.0 million allocated for the University Excellence Fund ($10 million for faculty renewal, $15 million for research leadership and $25 million for library enhancement and student equipment). This equals $1,727.7 million.

Council estimates that the shortfall in total operating revenue compared to total operating expenditures for 1986-87 is $18.1 million ($1,745.8-$1,727.7 million).

TABLE A-1

Revised Operating Funding Shortfall for 1986-87
($ million)

Council's Revised Recommendations		
Cost of Basic Funding Objectives (A)	1,735.8	
Additional Grants Recommended		
Equipment and library needs		10.0
Total Operating Needs (B)		1,745.8
Estimated Revenues Available		
Revenue Available for the Cost of Basic Funding Objectives (C)	1,677.7	
Additional Operating Grants Available		
University Excellence Fund:		
Faculty Renewal		10.0
Research Leadership		15.0
Library Enhancement and Student Equipment		25.0
Estimated Total Operating Revenue Available (D)		1,727.7
Shortfall on Funds Available		
Funds available for the cost of Basic Funding Objectives (A-C)	58.1	
Funds available for Total Operating Needs (B-D)		18.1

Appendix B

Cost of Basic Funding Objectives for 1987-88

i) The 1986-87 Base (Column 1)

Council's estimate of the basic financial requirements of the Ontario university system for 1987-88 is calculated by escalating the universities' expenditures in 1986-87 by two factors: (a) Council's estimate of the erosion in total operating funding from 1985-86 to 1986-87, and (b) Council's estimate of the costs of maintaining the resulting level of service. In calculating the 1986-87 expenditure base, it is assumed that expenditures in 1986-87 will be equal to estimated revenues.

On this basis, Council estimates that the 1986-87 base of operating revenue and expenditures of all institutions will be $1,677.7 million. The 1986-87 base expenditures are apportioned according to their corresponding share in the universities' budgets: 79.4% for salaries and fringe benefits and 20.6% for non-salary items.

ii) Base Adjustment (Column 2)

In last year's funding advice, Council introduced a base adjustment factor to ensure that the funding base used in its cost of basic funding objectives model was not further eroded. Prior to this, Council's estimates of the financial requirements of the Ontario university system were calculated by escalating the universities' operating expenditures in the previous year by Council's estimate of the increase in the costs of maintaining the same level of service. This approach did not question the adequacy of funding in the previous year, ignoring that year's and prior year's shortfalls in funding and in effect "wiping the slate clean" each year. The result was that, prior to last year, Council's estimates of the cost of basic funding objectives had a built-in and compounded understatement of the needs of Ontario universities.

Council remains convinced of the need to halt the erosion in university funding. As indicated above, Council believes that with the advent of increased

targeting of operating grants, the shortfall calculations should appropriately encompass total operating grants and not just base operating grants. Council alters the focus of its base adjustment for the 1986-87 base to cover the erosion of total operating funding rather than base funding as used in last year's advice. Council places in Column 2 an adjustment to the 1986-87 base that reflects the erosion of operating funding which occurred from 1985-86 to 1986-87. This adjustment factor is the same factor calculated above (under "Government Support in Perspective") as the shortfall in Government's meeting total operating expenditure needs. This $18.1 million estimate is apportioned between salary and non-salary expenditures according to each category's share of base budgets.

iii) Increases in Costs due to Inflation (Column 3)

Council has reviewed forecasts made by several competent authorities of the increase in the Consumer Price Index (CPI) for 1987-88. These projections ranged from 2.4% to 6.3%. Council has chosen a factor of 3.8%, as its estimate of the increase in CPI. Council uses this estimate of the increase in CPI as its salary inflation factor, resulting in an estimated $51.2 million in additional salaries and benefits.

Council's 1987-88 non-salary inflation factor is derived by increasing the projected 3.8% increase in CPI by the average differential between the increase in OUNSPI and CPI for the past five years (16.3%). This yields a value of 4.4%, resulting in an estimated $15.2 million in non-salary inflation costs.

iv) Increase in Costs of Maintaining Existing Service Levels (Column 4)

(a) Salary-related Service Level Costs

Council's 1987-88 provision for meeting the salary-related costs of maintaining levels of service provides for the net cost of progress-through-the-ranks (PTR) of faculty and staff at Ontario universities. The faculty manpower flow model developed by the Council of Ontario Universities (COU) predicts that, for the existing age distribution of faculty, the net costs of providing for PTR in 1987-88 will be 1.5% of salaries and benefits.

This results in an additional $21.0 million in PTR costs.

(b) Non-Salary Service Level Costs

Council uses a combined 12-year replacement cycle for equipment and furniture. Last year, COU valued the existing stock at $1,070 million. When increased by the most recent percentage change in OUNSPI it is valued at $1,163.1 million. Expenditure information provided by the institutions for 1985-86 and budgeted for 1986-87 suggests that institutions can be expected to spend between $50.0 million and $60.0 million in 1987-88 on equipment and furniture purchases and rentals from traditional sources of income covering the costs of basic funding objectives. Council, therefore, estimates that in 1987-88 an additional $35.0 million must be made available for the cyclical replacement of equipment and furniture.

v) Projected Change in Enrolment (Column 5)

In 1985-86, total university enrolment decreased by about 0.7%. COU's Committee on Enrolment Statistics and Projections estimates that enrolment will remain at the same level in 1985-86. Council has considered this forecast together with:

(a) the most recent data on the number of visa and domestic student applications for first year admission in the fall of 1986.
(b) trends in the size of the cohort (18-24 years of age) from which universities will draw the majority of students;
(c) recent trends in participation rates; and
(d) recent data on retention rates and the consequent flow-through of enrolment in upper years in 1987-88.

On the basis of this information, Council estimates that enrolment in the university system in Ontario will decline by 1.0% in 1987-88. When applied to Council's funding model this yields a reduction of $18.3 million.

vi) Funding Stabilization Factor (Column 6)

In order to dampen the effect of enrolment change in

any one year on the level of funding, Council, for a number of years, has discounted by 50% the projected growth or decline in enrolment used in its funding advice. Council continues to use this discount factor for 1987-88. Taking into account the level of enrolment change predicted in Column 5 (-1.0%) for 1987-88 and applying the 50% enrolment discount factor adds $9.2 million to the funding model.

vii) Total Cost of Basic Funding Objectives (Column 7)

The total cost of basic funding objectives in Column 7 of Table B-1 is the sum of the first six columns. Council's estimate of the total cost of basic funding objectives for 1987-88 is $1,809.1 million - a 7.8% increase over the 1986-87 estimated expenditure base.

Estimated Government Grants Required to meet the Basic Funding Objectives

Council estimates that the other income accruing to the university system in 1987-88, in addition to Government grants, will be:

i) from other sources, $70.6 million, the same as the amount projected for 1986-87;
ii) from fees other than tuition fees, $25.2 million, the 1986-87 projection adjusted for the projected 1.0% decline in enrolment in 1987-88; and
iii) from formula tuition fees, $290.7 million at 1986-87 fee rates including an adjustment for the predicted 1.0% decrease in enrolment in 1987-88.

Consistent with Council's advice on formula fee rates in Advisory Memorandum 79-IV, formula fee rates are increased by the same percentage as operating grants. Therefore, formula fee rates and Government grants should be increased by 8.5%. This calculation is shown in Table B-2.

Council estimates that of the total $1,809.1 million required, $1,397.6 million must be made available as Government operating grants to meet the costs of Council's basic funding objectives in 1987-88. The announced 4% increase in base operating grants will provide approximately $1,339.2 million. This falls $58.4 million short of the grants needed.

THE COST OF BASIC FUNDING OBJECTIVES FOR 1987-88
($ MILLION)

Expenditures	1 1986-87 Base	2 Base Adjustment	3 Inflationary Trend Costs	4 Service Level Costs	5 Predicted Enrolment Change	6 Stabilization Factor	7 Cost of Basic Objectives
Salaries and Fringe Benefits	1,332.1	14.4	51.2	21.0	(14.2)	7.1	1,411.6
Non-Salary	345.6	3.7	15.2	35.0	(4.1)	2.1	397.5
TOTAL	1,677.7	18.1	66.4	56.0	(18.3)	9.2	1,809.1

Notes:
1. Factors for each column of the table are as follows:

	Salaries and Fringe Benefits	Non-Salary
Column 2:	$14.4 million	$3.7 million
Column 3:	3.8%	4.4%
Column 4:	1.5%	$35 million
Column 5:	-1.0%	-1.0%
Column 6:	- 50.0% of Column 5	- 50.0% of Column 5

2. The above percentage change factors, except for Column 5, are applied to the cumulative total of the previous columns.

TABLE B-2

Cost to Government of Meeting Council's Basic Funding Objectives for 1987-88: Provincially-Assisted Universities, Affiliated Colleges, Ryerson, OISE, OCA and Dominican College
($ million)

1. Cost of Basic Funding Objectives	1,809.1
2. Other Revenue	(70.6)
3. Other Fee Revenue	(25.5)
4. Total Formula Fees and Government Operating Grants required to meet Council's Basic Funding Objectives	1,713.0
5. Formula Fee Revenue at 1986-87 rates and the predicted 1987-88 level of enrolment	290.7
6. 1986-87 Operating Grants	1,287.7
7. 1986-1987 Operating Grants and enrolment -adjusted Formula Fee Revenue (line 5 + line 6)	1,578.4
8. Percentage increase in Operating Grants and Formula Fee Revenue $\frac{\text{line 4 - line 7}}{\text{line 7}} \times 100$	8.5%
9. Additional Formula Fee Revenue generated by an 8.5% increase in formula fee rates	24.7
10. Total Formula Fee Revenue (line 5 + line 9)	315.4
11. Cost to Government of Basic Funding Objectives (line 6 increased by	1,397.6

Appendix C

The 1986-87 and 1987-88 Bases

This appendix outlines the derivation of the 1986-87 and 1987-88 bases used in Council's funding exercise. For the purpose of this exercise, Council assumes that system expenditures in both years will equal total revenue, and estimates total operating revenue at $ 1,677.7 million in 1986-87 and $1,738.7 million in 1987-88. Table C - 1 provides details of 1986-87 and 1987-88 revenues by type.

Formula and Non-Formula Grants

The figure $1,287.7 million for 1987-87 found in Table C - 1 is derived by subtracting $5.29 million in line-item grants and $0.794 million to be used for the grant-in-aid to the Bar Admission Course from the $1,293.76 million in operating grants for 1986-87 announced by the Minister on October 25, 1985. The 1987-88 figure of $1,339.2 million is equal to the 1986-87 figure escalated by the announced 4% increase in basic operating grants for 1987-88.

Formula and Other Fees

In each year, Council's funding base includes only that fee revenue which is derived from formula fees and other fees. Any revenue accruing to the universities as a result of the application of their discretionary tuition fee power has been excluded from the base. The 1986-87 formula fee revenue is estimated to equal $293.6 million. This is calculated by applying the 1986-87 formula fee rates to 1985-86 enrolment. This figure also includes an estimate of supplementary foreign fee revenue and third-term graduate formula fees. The other fee revenue estimate of $25.8 million was based on the universities' budget reports for 1986-87.

The 1987-88 formula fee revenue of $302.3 million is calculated by escalating the 1986-87 formula fee revenue estimate by 4% and Council's estimated 1987-88 change in enrolment (0.0%). The 1987-88 other fee of $26.6 million is calculated in the same manner. The 1986-87 budget data have been escalated by 4% and reduced by the estimated 1% decline in enrolment.

Other Revenue

Other revenue for 1986-87 includes Ministry line-item grants of $5.29 million and an estimated $65.3 million in other sources of income. The latter amount was derived from the universities' reports on budgeted revenue for 1986-87. Other revenue is assumed to remain unchanged in 1987-88.

TABLE C - 1
University System Revenue
($ million)

	1986-87 Estimate	1987-88 Estimate
Formula and Non-Formula Grants*	$1,287.7	$1,339.2
Formula Fees	293.6	302.3
Other Fees	25.8	26.6
Other Revenue**	70.6	70.6
Total	$1,677.7	$1,738.7

* Excludes Ministry line-item grants and Bar Admission Course grant-in-aid.

** Includes Ministry line-item grants.

86-III AN ASSESSMENT OF THE COUNCIL OF ONTARIO UNIVERSITIES' PROGRAM QUALITY APPRAISALS PROCESS

Council recently commissioned a review of the Appraisals Process which is operated by the Ontario Council on Graduate Studies under the auspices of the Council of Ontario Universities. Three assessors were asked to examine and comment on the integrity of the Appraisals Process and the results of their assessment are contained in Appendix A.

Council has reviewed the assessors' report and, upon the recommendation of its Academic Advisory Committee, accepts the assessors' finding that the Appraisals Process currently in place produces reliable and credible judgements of the academic quality of existing and proposed graduate programs in Ontario universities. Further, Council concurs with the advice of the Academic Advisory Committee that, since the existing process which has been in place for some time is working well, any future review should be initiated by Council on its own or on the recommendation of the Committee. With respect to the timing of such a review, the present guidelines contained in the Committee's terms of reference seem most appropriate. The report to Council from the Academic Advisory Committee and the response of the Ontario Council on Graduate Studies to the assessors' report are contained in Appendices B and C, respectively.

Council believes that the assessors' observations provide opportunities for further study by Council and the universities on matters relating to graduate program planning and funding.

M. Paikin
Chairman

June 20, 1986

APPENDIX A

REPORT TO THE ONTARIO COUNCIL ON UNIVERSITY AFFAIRS ON AN ASSESSMENT OF THE APPRAISALS PROCESS

J. Stefan Dupré
George A. Harrower
Marc-Adélard Tremblay

Introduction

By letter of November 5, 1985, from Mrs. M. Paikin, Chairman of the Ontario Council on University Affairs (OCUA), we were constituted a Committee to conduct an assessment of the Appraisals Process which is operated by the Ontario Council on Graduate Studies (OCGS) under the auspices of the Council of Ontario Universities (COU). In particular, we were asked to express an opinion concerning the integrity and credibility of this process.

The over-all finding of this Committee is that, in our unanimous and unqualified opinion, the Appraisals Process which is currently in place produces reliable and credible judgements of the academic quality of existing and proposed graduate programs in Ontario.

This Report is divided into three parts. The first part situates the Appraisals Process in the broader context of the general procedures whereby graduate programs are deemed eligible or ineligible for public funding, and then offers a description of the manner in which the Appraisals Process operates. The second part outlines the tests we applied in order to probe the integrity and credibility of the Appraisals Process and then presents the specific findings on which we base our opinion that this Process is reliable and credible. Given these over-all findings, the third part offers various observations, some devoted to the manner in which individual institutions can more effectively support the operation of the Appraisals Process, others directed to the opportunities that this reliable and credible process generates. These opportunities are available to OCUA and its emanations, COU and its emanations, and the universities, all of whom are responsible to present and

Note: The original report contained two appendices which have been omitted here.

future generations for the quality, range and effectiveness of what is by far the largest and most varied graduate studies enterprise in Canada.

I. THE APPRAISALS PROCESS

Context

The Appraisals Process forms part of a broader process pursuant to which the graduate programs offered by Ontario universities are deemed eligible or ineligible for public funding. The actual funding decision is made by the Minister of Colleges and Universities who takes guidance from the formal advice of OCUA.

OCUA stipulates that it will base its advice concerning the funding eligibility of any new graduate programs proposed by a university on the following criteria:

1. That the program has passed a rigorous academic appraisal, as certified by the Council of Ontario Universities (COU), and at the time of appraisal was not found to require improvements.

2. That there is evidence of societal need and student demand for the program in Ontario and/or Canada.

3. That the proposed program does not duplicate an existing program in Ontario unless the institution proposing the new program demonstrates to Council's satisfaction that exceptional circumstances obtain, such that Council should recommend the program for funding despite the duplication involved.

4. That the program is consistent with the aims, objectives and existing strengths of the institution offering the program, and is included in the institution's five-year plan.

5. That the program is deserving of funding even in a time of economic constraint.[1]

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1. OCUA, Tenth Annual Report, 1983-84, p. 72.

Pertaining as it does to the first of these five criteria, the Appraisals Process constitutes the threshold that each new graduate program must cross before it can be measured against the remaining criteria. Once a new program has been submitted to OCUA as having been favourably appraised, it will be scrutinized by OCUA's Academic Advisory Committee (AAC) with respect to the second, third and fourth criteria. AAC must deem that the program has met each of these criteria to trigger the possibility of a favourable funding recommendation from OCUA. This possibility hinges in turn on whether the program meets the fifth criterion, a judgement which OCUA reserves to itself.

In addition to constituting the initial threshold that every <u>new</u> program must cross before being measured against the second through the fifth of OCUA's funding criteria, the Appraisals Process provides, with respect to <u>existing</u> graduate programs, the test that each such program must meet in order to merit continued public funding. All existing graduate programs are subject to periodic appraisals which are scheduled to recur, discipline by discipline (or in the case of multidisciplinary programs, cognate area by cognate area), every seven years. In the wake of a periodic appraisal, each graduate program is assigned to one of four categories:

Category "a": Programs that have achieved a level of good quality and which are expected to retain that level of quality over the next seven year period.

Category "b": Programs that have achieved a level of good quality at the time of the appraisal, but for which it was expected that problems would develop before the next seven-year review, for example, due to retirements of senior faculty. Such programs are approved to continue but the university is asked to submit a report, normally within two to four years, on the steps it has taken to maintain the quality.

Category "c": Programs that require minor improvements to meet the quality standard. Such programs receive conditional approval at the time of appraisal and full approval when the Appraisals Committee is satisfied that the improvements have been made.

Category "d": Programs that fail to meet the quality standard. Such programs require major improvements to achieve the required level, such as the addition of a number of new faculty or significant new library or laboratory resources. The university will cease admitting students to the program until it has been successfully reappraised.[2]

It is the practice of OCUA to recommend to the Minister that public funding be withdrawn from any graduate program appraised as falling in Category "d". Universities may exercise the option of withdrawing a program from the Appraisals Process before the program has been assigned to a particular Category. Again, it is the practice of OCUA to recommend that public funding be withdrawn from any such program. In the result, these twin OCUA practices mean that, to remain eligible for public funding, every graduate program must be assigned to a Category by the Appraisals Process, and the category to which it is assigned must be other than Category "d". Once deemed ineligible for public funding, either because it was assigned to Category "d" or withdrawn from the Appraisals Process, a graduate program can again be recognized as eligible for funding only if it is resubmitted by its sponsoring university as a new program, and satisfies all five of the OCUA criteria applicable to new programs.

Categories "b" and "c" are deemed to be temporary Categories. The Appraisals Process requires each university to report upon any of its programs that have been placed in these Categories. If the concerns that caused a program to be placed in Category "b" or "c" have been met, the program will be placed in Category "a". If not, the program will be placed in Category "d".

Clearly, when viewed in the context pursuant to which new and existing graduate programs are deemed eligible or ineligible for public funding, the role of the Appraisals Process is pivotal.

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2. OCUA, Eleventh Annual Report, 1984-85, p. 184. Since the time these Categories were described by OCUA in this Annual Report, there have been minor changes in wording but these do not materially affect their meaning or application.

Operation

The key body in the operation of the Appraisals Process is the Appraisals Committee of OCGS, the graduate studies arm of COU. The Appraisals Committee consists of twenty-one members of the Ontario university professoriate appointed by OCGS to serve three-year terms of office. The membership of the Committee is selected by an OCGS nominating committee so as to be broadly representative of the fifteen Ontario universities and of the four main divisions of graduate study: the humanities, the social sciences, the physical sciences and the life sciences. The OCGS nominating committee makes its selection from among candidates recommended by the graduate deans (or equivalent officers) of the universities. The suitability of candidates is assessed, on the basis of their curriculum vitae, with particular attention to their scholarly attainment and their familiarity, gained through committee or administrative experience, with the scholarly enterprise.

So as to manage the enormous volume of documents and decisions that constitute its workload, the 21-member Appraisals Committee never sits en banc but instead operates in three distinct seven-member Sections. Each Section exercises the full responsibility and authority that are vested in the Appraisals Committee. Any reference in this Report to the work of the Appraisals Committee is in fact a reference to the work performed by the Sections of the Committee.

The Appraisals Committee is served by a full-time official of COU called the Executive Vice-Chairman of the Ontario Council on Graduate Studies. This official nominates to OCGS the three members of the Appraisals Committee (called "co-chairmen") who chair each of the three sections of the Committee. He allocates the workload of the Appraisals Committee among the three Sections and participates on a non-voting basis in all of their meetings. He manages all of the documentation that must come before the Appraisals Committee and conducts all of the correspondence which the Appraisals Committee directs to the universities and to its outside consultants.

The Appraisals Process distinguishes between what is called a "Standard Appraisal" and a "Periodic Appraisal". The latter term refers to the recurring appraisal of graduate programs by discipline or cognate area. The former refers in the main to the appraisal of

new graduate programs but it can include existing graduate programs because individual universities and OCGS itself are free, for any reason, to submit a particular program for a Standard Appraisal if they wish to subject that program to an assessment outside the seven-year cycle at which periodic appraisals recur.

The distinction between a Standard and a Periodic Appraisal should not be overemphasized. Indeed, as we shall observe later in this Report, a key characteristic of the current Appraisals Process is that, unlike what prevailed before it was instituted in 1982, both forms of appraisal are conducted by the same Committee, thereby subjecting both new and old programs to an essentially common assessment of quality. For the balance of this Report, we shall refer to Standard as distinct from Periodic Appraisals only where a procedural difference arises that is material to the operation of the Appraisals Process.

In its operation the Appraisals Process comprises, graduate program by graduate program, the following steps:

1. A University Submission to the Appraisals Committee.

2. Review of the Submission by the Appraisals Committee.

3. Selection of outside consultants by the Appraisals Committee.

4. Review by the Appraisals Committee of the outside consultants' reports and of the university response thereto.

5. The Appraisals Committee determination of program quality.

6. Submission of the Appraisals Committee determination to OCGS and availability of an appeal procedure to the university.

How the Appraisals Process operates at Steps 1 through 5 has been crucial to the formulation of our opinion of its integrity and credibility and will therefore be probed in the next section of the Report. The existence of Step 6 is to be noted at this point because it is a truism that no process involving the application of human judgement, however credible or

reliable, is infallible. The availability of an appeal procedure is therefore essential to the fairness of the Appraisals Process.

As constituted, the opportunity to appeal an Appraisals Committee determination is triggered at the point where OCGS receives the recommendation of this Committee concerning a particular graduate program. Debate at the OCGS meeting which receives this recommendation is open only to whether stipulated procedures were in fact followed. At or prior to the meeting at which the determination is received, the university whose program is affected may request what is called a Stage 1 appeal to the Executive Committee of OCGS. In a Stage 1 appeal, the OCGS executive, after considering statements from the university and from the Appraisals Committee, can disallow the appeal or refer the program back to the Appraisals Committee with instructions to correct identified defects in the procedures applied to the program. On completion of the Stage 1 appeal, a Stage 2 appeal becomes available.

A Stage 2 appeal involves an Appeal Board appointed on a case-by-case basis. Each Appeal Board is composed of three members of the Ontario professoriate, none of whom may be from the appellant university. One member of the Board is appointed by the executive head of the appellant university, one by the Chairman of OCGS and the third, who chairs the Board, by the Chairman of COU. The Appeal Board reviews a statement from the appellant university together with an Appraisals Committee response thereto, meets separately with representatives of the university and of the Appraisals Committee, and is empowered, after due consideration, to make a final dismissal of the appeal, or to return the program to the Appraisals Committee with instructions on the procedural flaws that are to be remedied, or to direct the Appraisals Committee to undertake an entirely new appraisal.

The importance which we attach to the appeal procedure we have described lies primarily in the fact that its availability confirms the existence of a needed safegard with respect to any instance in which the Appraisals Process might prove to be fallible. Beyond this, two observations can be made as a matter of fact. The first is that there has been no recourse to the appeal procedure since the Appraisals Process assumed its present form in 1982. The second is that the ultimate outcome of the appeal procedure, if it does not sustain

the original determination of the Appraisals Committee, simply leads back to the same committee for an appraisal de novo. This is so by design, and flows from the explicit OCGS view that it:

> does not consider that the informed judgement of the Appraisals Committee should be subject to revision or reversal by another body, which cannot possess the broad historical perspective necessary to ensure standards of judgement comparable with those generally used by the Appraisals Committee and, hence, to ensure equitable treatment among the universities.[3]

We make these matter-of-fact observations because we take them as indicating that the Appraisals Process whose integrity and credibility we were asked to probe has the confidence of the body under whose aegis it operates.

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3. OCGS, "The Appeal of an Appraisal Recommendation", By-Law No. 2, p. 1.

II. THE INTEGRITY AND CREDIBILITY OF THE APPRAISALS PROCESS

Probing the Appraisals Process

We were asked to express an opinion on the integrity and credibility of the Appraisals Process in a setting where we disposed of approximately four months to undertake and complete our task. Accordingly, we were faced with the need to probe the Appraisals Process in a manner that was selective but also representative of the universe of the decisions that the Appraisals Committee is called upon to make. After preliminary discussions, held in December of 1985, with members of OCUA's Academic Advisory Committee and with the Executive Vice-Chairman and a representative of the Chairman of OCGS, we devised and then pursued the following means of probing the Appraisals Process.

1. We conducted personal interviews with the deans of nine Ontario graduate schools. In these interviews, we sought a decanal perspective on the value of the appraisals process to the graduate studies enterprise, an understanding of the decanal role vis-a-vis appraisals, and a checklist of any matters that might be considered as strengths or weaknesses of the Appraisals Process.

2. We personally attended, strictly as observers, all nine of the Appraisals Committee meetings that took place in January, February and March, 1986. This permitted us to witness each of the three Sections in which the Appraisals Committee operates three times. ... They exposed us to a broad range of the matters that can come before the Appraisals Committee including, on a repeated basis, all of the following:

a) Preliminary discussions by the Appraisals Committee of university submissions;

b) Decisions by the Appraisals Committee, where applicable, to forego the use of outside consultants;

c) Selection by the Appraisals Committee of outside consultants;

d) Review by the Appraisals Committee of outside consultants' reports and of the university responses thereto;

e) Preliminary discussions of program quality including recourse to additional information by way of university correspondence or visits with the Appraisals Committee;

f) Presentations to the Appraisals Committee made on behalf of individual graduate programs by university representatives who were scheduled to attend meetings either by invitation of the Committee or at the request of the university;

g) Final Committee determinations of quality in instances arising from both Standard Appraisals and Periodic Appraisals;

h) Appraisals Committee reviews of university reports that had been mandated by the Committee in instances where a graduate program, as a result of an earlier Periodic Appraisal, had been placed in Category "b".

For each meeting at which we were in attendance, we had available for our own reference all of the documentary evidence which the members of the Appraisals Committee had studied prior to the meeting attended.

3. We supplemented our personal attendance at three months of Appraisals Committee meetings with two additional probes designed to yield a longitudinal appreciation of the operation of the Appraisals Process. Having called for and received all of the relevant documentation, including university submissions, outside consultants' reports, university responses and pertinent Appraisals Committee minutes we reviewed:

a) the complete dossiers pertaining to all Periodic Appraisals in the discipline of Physics;

b) the complete dossiers pertaining to seven Standard Appraisals, chosen partly by design, partly at random. These appraisals involved the following new programs:

Ottawa:	MA Spanish
Queen's:	PhD Computing and Information Science
Toronto:	MSL Studies in Law
Toronto:	PhD Industrial Relations
Trent:	MA Canadian Heritage and Development Studies
Waterloo:	MMath Actuarial Science
Windsor:	PhD Geology

4. We probed the Appraisals Process through other pertinent but less time-consuming tests. In this connection we examined the curriculum vitae of each Appraisals Committee member, reviewed appraisal results as they were reported by OCGS to OCUA for 1983-84 and 1984-85, and examined the results of Periodic Appraisals through December 31, 1985, tabulated both by discipline and by university. ...

Assessing the Appraisals Process

Because we were asked to express an opinion about the integrity and credibility of the Appraisals Process, we should first make our understanding of the nature of such an opinion clear to all concerned. Such an opinion, bearing as it does on a process that involves human judgement, is not an opinion about infallibility. Rather, it is an opinion concerning whether, in the course of the Appraisals Process, judgements are being assiduously made, on a case by case basis, in a manner that is at once informed, unbiased, balanced and consistent. In all instances, the judgements that we deem relevant to an opinion concerning the integrity and credibility of the Appraisals Process are those of the Appraisals Committee. In so far as the information or reports that come before the Appraisals Committee are insufficient, misleading or otherwise deficient, the formulation of an opinion concerning the Committee's judgements must take due account of the Committee's capacity to discern the relevant deficiencies and to seek the necessary remedies. An opinion could be positive or negative. If positive, it could be qualified or unqualified. To be unqualified an opinion should be based on findings that indicate no detectable lapse in the assiduousness with which judgements have been made.

Having delineated our understanding of what is involved, we testify that, in our unanimous and unqualified opinion, the Appraisals Process which is currently in place produces reliable and credible judgements of the academic quality of existing and proposed graduate programs in Ontario. The findings on which we base this opinion follow. They are arrayed under each of the five steps noted in our description of the operation of the Appraisals Process.

Step 1: The University Submission

This entry step to the Appraisals Process involves, whether for a Standard or Periodic Appraisal, the preparation by the university of a voluminous "appraisals brief" for the graduate program under review together with a list of nominations of outside consultants who, if selected by the Appraisals Committee, would be called upon to assess the graduate program on the basis of the appraisals brief and a visit to the university.

The Appraisals Brief

The burden of preparing the appraisals brief is borne primarily by the academic unit (department, centre, institute, whatever) responsible for the program. The brief responds to an OCGS checklist of information which is nothing if not comprehensive. This checklist directs that the fields of study, graduate student enrolment by field, sources and average level of student support, and projected enrolment for the next seven years be set out in detail. It calls for past and projected trends in the academic unit's undergraduate enrolment, and for a tabulation of the undergraduate and graduate teaching loads of faculty. Graduate courses, including joint undergraduate/graduate courses, are to be listed, together with the program's admission standards, residence requirements and evaluation procedures. The role of any collateral or supporting academic department is to be specified. The OCGS checklist calls for a description of faculty and student space and of the program's library resources, laboratory, equipment and computer facilities, including commitments for the next seven years. As well, it calls for a faculty profile including anticipated retirements over the next seven years. Finally, there must be a detailed curriculum vitae for each member of faculty. Although OCGS provides separate checklists for Standard and Periodic Appraisals,

there is no material difference between them save that, in the case of new programs, there is necessarily less emphasis on retrospective information.

We find that the level of compliance with the OCGS checklists is generally satisfactory and often of a high order. Individual appraisals briefs, including supporting material, run to many hundreds of pages, and our probe sustains the contention, put to us by a number of graduate deans, that the preparation of an appraisals brief involves the academic unit concerned in a valuable self-examination which may in and of itself be conducive to the correction of weakness and the enhancement of strengths. There are some appraisals briefs that fail to comply fully with the checklists but we find that their number is sufficiently small to make them clearly stand out from an otherwise satisfactory norm.

The Outside Consultant Nominations

Our findings concerning this portion of the university submission are decidedly mixed. Our retrospective examination of the Periodic Appraisal for Physics indicated that the number and range of consultants nominated was generally satisfactory, as was the information supplied on most consultants. But the same was true of what we would characterize as only a bare majority of the nominations lists that were before the Appraisals Committee at the meetings we attended. In a significant number of instances, the number of consultants nominated might be below the minimum of ten specified by OCGS; the information on their credentials or qualifications might be perfunctory or seriously dated; there might be a lack of congruence between the specialties of the nominated consultants and the fields of study offered by the program; or all three. We frankly view the frequency with which these deficiencies appeared as inexcusable. With respect to our assessment of the Appraisals Process, they elevated Step 3, the selection of outside consultants by the Appraisals Committee, to the status of a major test of credibility.

Step 2: Review of the University Submission by the Appraisals Committee

This step involves a detailed review, which may stretch over several meetings, of the university submission by the Appraisals Committee. In the case of

existing programs undergoing periodic appraisal, it may lead in certain instances to an Appraisals Committee decision to forego the use of outside consultants.

The Committee Review

The 21 members of the Appraisals Committee are distributed among its three sections so as to ensure that each Section is representative of the four main divisions of graduate study, namely the humanities, the social sciences, the physical sciences and the life sciences. This means that each section has a repository of expertise, if not directly in the discipline of whatever program is being appraised, at least in a cognate discipline. It is the practice of the Appraisals Committee to assign the lead role with respect to any given university submission to a single individual. This individual leads the initial discussion of the submission and continues to report on the program involved as it progresses through the various steps of the Appraisals Process. If the individual's term of office ends while the program is still engaged in the process, it will be assigned to the portfolio of another member.

Our attendance at Appraisals Committee meetings, whatever the Section, impressed upon us the thoroughness with which each committee member initiated the discussion of the university submission assigned to his or her portfolio. Significantly as well, we found that all members entered into the discussion in a manner which indicated that each was well acquainted with the content of the submission. Indeed, we found among the members an *esprit de corps* whose thrust is that each member can count on the informed assistance and criticism of all who comprise the relevant Committee Section.

The Committee's review of university submissions is abetted by what we have already noted is the generally satisfactory range of the information they contain. We find that the Committee is swift in identifying any information deficiencies and that it does not proceed with its review until these have been either remedied by the university or noted as matters that might be probed by the outside consultants. The Committee may discuss certain parts of a university submission on the basis of tabulations which the presenting member has either extracted from the submission or derived from its content, for example with respect to faculty publications and research grants.

Much of the Committee's review is directed to those parts of the university submission on which it will wish the expert opinion of outside consultants to focus. But the Committee is also realistic about what is to be expected of outside consultants. To offer a specific example from our attendance at Committee meetings, Committee concern over completion rates and the long average time to completion for Ph.D.'s in sociology led it to suggest possible study of this phenomenon by OCGS rather than direct it to the outside consultants whose own experience in the same discipline would likely be identical to that experienced in the programs under appraisal.

The Use of Outside Consultants

The Appraisals Process mandates the use of outside consultants in Standard Appraisals but vests a degree of discretion in the Appraisals Committee with respect to Periodic Appraisals. We find that the use of this discretion is structured within norms that appear to be well understood and reasonably applied by the Committee. In our observations, outside consultants will always be used when an existing program has not received the benefit of outside assessment under previous COU/OCGS appraisals/assessment regimes or when the individual university requests them. And they will almost invariably be used when an existing program has interdisciplinary or quasi-professional features. A particular concern that prompts the use of outside consultants in programs of this type is to ensure that the faculty members drawn from various discipline-based departments and identified with such programs are in fact prominently involved in the program's activities.

The discretion to forego the use of outside consultants has been confined to conventional programs in established disciplines. We find that it is applied sparingly, on a case by case basis, only to those programs whose faculty, curriculum and graduate student strength is abundantly apparent after the Appraisals Committee has completed its detailed review of the relevant university submission. In deciding to forego outside consultants, the Appraisals Committee simultaneously decides that the program is to be assigned to Category "a".

Our retrospective probe of the Periodic Appraisal in Physics satisfies us that the evidence before the Appraisals Committee supported its choice, where made, to forego consultants. We make a similar finding with respect to those instances in which the Committee made this choice during meetings at which we were in attendance. In the result, to forego consultants permits economies in time and cost. Given the care with which the discretion to forego is applied, we consider that the resulting economies contribute to the cost-effectiveness of the Appraisals Process.

Step 3: Selection of Outside Consultants by the Appraisals Committee

Given what we have deemed to be the inexcusably frequent appearance of seriously flawed consultant nominations, the actual selection of outside consultants by the Appraisals Committee became a particularly severe test of its credibility. We find that the Appraisals Committee consistently passes this test with flying colours. At every point observed, the Appraisals Committee demonstrated that its selection of outside consultants is fully sensitive to: (1) ensuring that the consultants, be they academics, industrialists or public servants, are individuals of demonstrated scholarly or scientific achievement; (2) ensuring that the expertise of the consultants matches the special fields that comprise the graduate programs being appraised; (3) avoiding consultants who might have unduly close ties with the faculty who staff the program; (4) avoiding consultants who might have a disciplinary or other bias against a valid program orientation, for example a particular methodology or a particular empirical orientation.

Even in the instances where the university's nominations are well documented, the Appraisals Committee will request that the university supply additional names if this is necessary to ensure that the above desiderata are met. Alternatively, the Committee may itself suggest consultant names to the university concerned. As for the instances in which consultant nominations are flawed, the Committee will simply refuse to proceed until the university has supplied adequate information.

As a general rule, the Committee proceeds to invite two outside consultants in the case of master's programs and three consultants for doctoral programs. But the Committee does not hesitate to add to these numbers if it considers that the special fields which comprise a graduate program call for a range of expertise that no two or three consultants could possess. Whatever the number of consultants used for any particular program, no more than one may hold a faculty appointment in an Ontario university.

The diligence with which the Appraisals Committee pursues the selection of outside consultants continues until its invitations have been accepted. So as to economize on the time consumed by this stage of the process, it is the practice of the Committee to designate alternative choices so that these may be invited in the event of refusals. The relatively high incidence of refusals, occasioned by the time commitments of the prestigeous individuals invited, may exhaust the Committee's alternate selections; in all such instances, the Committee will seek additional nominations from the university concerned and ensure that its information on the nominees is adequate before it issues further invitations.

Step 4: Review by the Appraisals Committee of the Outside Consultants' Reports and of the University Response thereto

Outside consultants prepare individual reports on the programs they have agreed to appraise. They are equipped with clearly written terms of reference which currently run to six typewritten pages and are officially approved by OCGS. The consultants prepare their reports on the basis of the university submission and a site visit. When the reports are received by the Appraisals office, they are not given to the Committee but instead are sent to the university for a response. The written university response may be in two parts, one from the academic unit whose program was appraised, the other from the graduate dean (or equivalent officer) of the university concerned. The Committee reviews the consultants' reports and the university response jointly.

Carefully though consultants have been selected, the quality and utility of their reports vary. In our observations, the fact that the consultants have worked separately provides the Appraisals Committee with

individual reports that are a useful check on one another. In turn, the university response provides the Committee with an additional checkpoint that becomes particularly valuable when the quality of consultants' reports varies or when the views expressed in the consultants' reports differ. In its consideration of the reports and the response, the Committee's deliberations are greatly assisted by the diligence with which, at Step 2 of the Appraisals Process, the Committee reviewed the university submission.

We find that the care with which the Committee deliberates at this juncture in its proceedings is assiduous. Only if the quality of the program is beyond reasonable doubt will the Committee proceed directly to assign the program to Category "a" in the case of a Periodic Appraisal or to approve the program in the case of a Standard Appraisal. The Committee may request additional information from the university or request a meeting with the university before proceeding to a determination. If the Committee is proceeding to a recommendation other than Category "a" or approval, it will notify the university of the nature of its determination on a provisional basis so that the institution may avail itself of the opportunity to meet with the Committee. In our observations, this opportunity is normally seized. The three university visits which we witnessed in the course of our attendance at Committee meetings were revealing as to the state of the university's preparation, which varied. As for the questions posed by Committee members to the university representatives we find that they can be described, in a word, as tough.

Step 5: The Appraisals Committee Determination of Program Quality

Standard Appraisals

The key determination with respect to new programs undergoing Standard Appraisal is whether the Committee recommendspositively or negatively. A positive recommendation is essentially unqualified although the Committee may accompany its recommendation with a request for a report whose content will provide an opportunity to monitor the early development of the program. The quality of the program is not at issue; typically what is called for in a report are the initial trends in

enrolment, student funding and research support. What is therefore critical to a determination of program quality in a Standard Appraisal is what transpired at Step 4 of the Appraisals Process.

Even more than our attendance at Committee meetings, our retrospective probe of seven Standard Appraisals proved central to the formulation of our findings on the determination of quality with respect to new programs. This retrospective probe, by exposing the longitudinal dimension of Standard Appraisals, makes it clear that the pace at which Step 4 proceeds is particularly careful and deliberate. The Committee must be satisfied that any weaknesses identified in the university submission, either by the outside consultants or in the course of Committee deliberations, have been remedied. It must be satisfied that all relevant resource commitments have been made. It must be satisfied with respect to any other matters that may have occasioned doubt including, notably, student evaluation procedures.

For a Standard Appraisal to take two to three years is a common occurrence. Two of the Standard Appraisals we reviewed spanned a period of five years. One of these resulted in a negative determination; the other resulted in a positive determination which subsequently led to program funding after OCUA's other criteria were met. The Appraisals Committee's consistent insistence that any of its doubts be removed generated repeated meetings with university representatives and repeated calls for university assurances. In the circumstances, we find that a positive determination of program quality in the case of a Standard Appraisal is equivalent to a Category "a" determination in the case of a Periodic Appraisal. The importance we attach to this finding is that it supports the claim, made at the time the current Appraisals Process was instituted, that this Process would generate a common standard of quality for both new and existing programs.

Given the length of time that Standard Appraisals consume, we offer another finding. It is common for a new program to remain on the Appraisals Committee's docket for a period that exceeds its members' term of office. This appears to have no material effect on the continuity of the Committee's deliberations. In particular, the member who inherits the role of leading Committee discussions of the program exhibits a well developed understanding of its past progress.

Periodic Appraisals

Here the Appraisals Committee's determination of quality must be made with reference to the four Categories defined earlier in this Report. On the basis of the findings we have made above, we can pronounce ourselves satisfied that the graduate programs assigned to Category "a" do indeed meet a comparable standard of good quality such that they can all be said to have the following characteristics.

(1) The members of faculty regularly qualify for the peer-adjudicated grants of the relevant national research-granting agency, i.e. the Medical Research Council, the Natural Sciences and Engineering Research Council, and the Social Sciences and Humanities Research Council. Their work is published in recognized scholarly journals and in books which are reviewed in such journals. They have not only a lifetime publication record but one that indicates continued output in recent years.

(2) The relevant library, laboratory or computing facilities and resources are all reasonably adequate and up-to-date, and are backed by institutional commitments which give reasonable assurance that they will remain in this state for the next seven years.

(3) The program curriculum is comparable in scope and difficulty to the curricula offered by similar programs in Canada and other countries.

(4) The program's students all meet a minimum entrance requirement, which almost invariably must be B or Second Class Honours standing from whatever undergraduate institution they may have attended. The students are subject to universally recognized evaluation procedures appropriate to the degree level (master's or doctoral) involved. They have reasonable access to sources of financial support, and enjoy a satisfactory rate of success in qualifying for national or province-wide scholarships and fellowships. After graduation, they regularly qualify for positions that demand the level of training they received.

We find that Category "b" is at once interesting and challenging. In the key words already quoted in this Report, programs in Category "b" are:

> Programs that have achieved a level of good quality at the time of appraisal, but for which it was expected that problems would develop before the next seven-year review, for example, due to retirements of senior faculty.

An intrinsically good program at the time of a periodic appraisal might indeed yield discernible signs of pending trouble, and the most readily identifiable of these signs would be precisely the one that the above text cites as its sole example.

What makes Category "b" interesting and challenging is the environment of financial restraint in which all Ontario universities find themselves. Within any given university, this environment understandably invites strategic behaviour by every academic unit. Departments, centres and institutes are necessarily engaged in a competitive struggle to maintain their faculty complements in the face of base-budget reductions. In this setting, no greater prize might be perceived than an appraisal outcome which places an academic unit's program in Category "b". This outcome enables the unit to force the university's central administration either to grant a faculty replacement position or to face the reassignment of the program to Category "d" and the withdrawal of public funding that inevitably follows.

We were not surprised to find confirmation of what we have just sketched in our interviews with graduate deans, and in the extent to which appraisal briefs emphasize problems anticipated from pending retirements. At this point, however, we have found telling evidence of the credibility of the Appraisals Process in the manner in which the Appraisals Committee approaches the assignment of a graduate program to Category "b". Doubtless reflecting the fact that the Committee's members, as experienced academics, are familiar with the strategic behaviour occasioned by fiscal austerity, the Committee deliberations we have observed indicate that the mere fact of pending retirements does not give rise to concern about program quality. The Committee searches for evidence that the senior faculty whose retirement is pending have indeed remained productive in recent years. As well, the Committee is very conscious of the distribution of senior faculty among the special fields that comprise a graduate program. Pending retirements in a field that is stocked with adequate faculty numbers will not occasion a Category "b"

determination. We find, in sum, that a program is assigned to Category "b" by reason of pending retirements only if these indeed place its quality in jeopardy.

When a program is placed in Category "b" for reasons other than pending retirements, we observe that this is normally because the Committee has called for changes in degree requirements or evaluation procedures and wishes to monitor them. We take this as indicating that the Appraisals Process has a salutary effect on academic standards.

A Category "c" determination, in our observation, follows from Committee concerns which, though relatively minor, are registered by important indicators. Examples include a low volume of recent faculty publications, low or deteriorating research grant levels, equipment deficiencies or deteriorating library resources. Category "c", like Category "b", requires the university to submit a report within a period that is normally from two to four years.

From our observation of Committee discussion of programs in Categories "b" and "c", it is clear that the Committee uses these as temporary categories. When the Committee decided to recommend the reclassification of a Category "b" program to Category "a", we found that the evidence before the Committee was held to the test of being beyond reasonable doubt. Our observations did not yield a program that was reassigned to Category "d", but they yielded instances in which further information is being demanded.

We offer no specific comment on the direct assignment of programs to Category "d". This is because we have only one observation point that may or may not yield this determination in the near future. We consider that this observation point remains sub judice.

In closing this part of our Report, we wish to enunciate a finding that cuts across all the steps of the Appraisals Process. The three Sections of the Appraisals Committee achieve a consistency in the quality and care of their deliberations and judgements that is nothing short of remarkable. This is doubtless due in large measure not only to the scholarly competence of the Committee members but to the depth of their experience in the scholarly enterprise. And it is due as well to the pivotal role played by the Executive Vice-Chairman of OCGS as the resourceful, knowledgeable indeed magisterial

presence that is common to all three Sections in which the Appraisals Committee operates. The findings which we have made in this Report are a tribute to the members of the Appraisals Committee and above all to the Executive Vice-Chairman, Dr. Lynn Watt who has held office since the current Appraisals Process was in its early stages.

III. OBSERVATIONS

Having found that the Appraisals Process currently in place produces reliable and credible judgements of academic quality, we offer the following observations in the spirit that all concerned - - the universities, OCGS, COU, OCUA, the Government of Ontario - - are currently blessed with a good thing which above all should be nurtured and maintained. Some of our observations are self-evidently directed more to certain participants in the over-arching process of graduate program planning and funding than to others, but we consider that all concerned have a stake in promoting a constructive and collaborative state of affairs.

1. Longitudinal stability is of critical importance to the effectiveness of the Appraisals Process. We ourselves have no changes to recommend as a result of the task we have undertaken. In particular we find that the Committee procedures are satisfactory and that the Periodic Appraisal categories, including the practice whereby programs may remain in Categories "b" and "c" only temporarily, are appropriate. Over time, it may well be that needs for change will materialize. Respect for the stability of the Appraisals Process dictates that the burden of proof should always lie squarely on the proponents of change.

2. The Executive Vice-Chairman of OCGS is pivotal to the operation of the Appraisals Process. The population from which suitable appointees can be drawn for this position is very small indeed. The position places a premium on thoroughgoing familiarity with graduate studies in Ontario. Experience at the decanal level is a virtual prerequisite for appointment. We consider it most fortunate that Dr. Watt's announced successor, Dr. Maurice Yeates of Queen's University, possesses the background which the position demands. As successive appointments are made over time, we consider that COU is well advised always to consider the Executive Vice-Chairman of OCGS as the single most important appointment it makes.

3. The role played by each member of the Appraisals Committee is enormously demanding. The task is of course challenging but it is also voraciously time-consuming and often tedious. There is a dual qualification for membership: scholarly status and familiarity with the scholarly enterprise. Graduate deans have observed to us

that the recruitment of Committee members is not an easy task. Difficult though this recruitment task may be, our observation of the Appraisals Committee satisfies us that it has so far been executed with great success. In the normal run of human organizations, there is a tide in the appointment of committees that all too often ebbs after a committee has existed for half-a-dozen or more years. This must not be allowed to occur in the case of the Appraisals Committee. Individual graduate deans, and for that matter executive heads, have a particular responsibility to pursue whatever means are appropriate to ensure that the quality of the Appraisals Committee is maintained.

4. Graduate deans should take stock, both individually and collectively, of what they can do to ease the burden that the Appraisals Process places on the Appraisals Committee. The deans we interviewed are unanimous in their support for the Appraisals Process. In this light the incidence of recurring inadequacies in the lists nominating outside consultants is indeed inexcusable, not least because, in our observations, no single university has a consistent record of adequacy on this score. There are other inadequacies which may be more peculiar to certain institutions than others. Those involved know who they are, not least because the Executive Vice-Chairman has the unenviable task of bringing shortcomings to the attention of all concerned. We wish to single out the importance of the OCGS stipulation that the university response to outside consultants reports should be comprised of a decanal response as well as a response from the academic unit whose program is under appraisal. A covering letter on graduate school stationery attached to the academic unit's response does not constitute a decanal response.

5. In the course of the Appraisals Committee deliberations which we observed, various Committee members declared that certain programs are particularly perplexing. These are master's programs whose orientation can perhaps best be described as professional or quasi-professional and whose graduates are equipped with a credential that is often recognized by such classes of employers as hospitals, mental health centres, public service commissions and the like. When such a program is clearly labelled as such, for example Master of Education, the thrust of the program is clearly apparent to the Committee. But how is a Master of Science in Nursing, or a Master of Arts in Clinical Psychology to be approached? As an M.A. or M.Sc. in the

discipline involved, with consequent research requirements for both faculty and students? Or as an M.N. or M.Psych.? We consider that OCGS would be well advised to consider such questions with a view to providing some guidance or possible changes in degree appellations. It may be that OCUA, perhaps through its Academic Advisory Committee, should also assess the questions.

6. When we studied the outcome of Appraisals Committee determinations, we discerned a pattern, which is peculiar to the humanities, that begs for serious study by all who are concerned with the graduate enterprise in Ontario. There currently exists in certain disciplines a cluster of programs that have been assigned to Category "b" because their quality is jeopardized by pending faculty retirements. Three Ph.D. programs in Classics -- those offered by McMaster, Ottawa and Toronto - - are currently in this Category. So are three programs in German - - those offered by Queen's, Toronto and Waterloo. It is generally true, not only in Ontario but in other jurisdictions, that established graduate programs in many humanistic disciplines are endangered by what has been a long-term erosion in the undergraduate enrolment needed to provide an adequate financial base for the resources that are required. Given continued fiscal austerity, coupled with no forseeable shift in undergraduate enrolment trends, the future of serious scholarship in some very important disciplines may be at stake. This prompted us to suggest, in our interviews with graduate deans, that it would be most salutary if there were mechanisms, perhaps only informal ones, which ensured inter-university consultation in a setting where, because Category "b" is a temporary category, individual institutions must face - - very soon - - the issue of making the investment required to restore humanities programs to Category "a" or permitting them to drop to Category "d" and in effect to extinction. Because the sum of such individual decisions could mean that Ontario is altogether without graduate programs in a major discipline, we suggest that the matter is well worth the attention of OCUA itself.

Conclusion

Those who accept, as we did, an engagement to pronounce an opinion on the integrity and credibility of a process that has not only academic consequences but an impact on the distribution of public monies should be

prepared to face the question of their own credibility. We are entirely content to leave the judgement of our credibility to the readers of this Report and we consider that they are entitled to know the standard of care pursuant to which we formulated our opinion on the integrity and credibility of the Appraisals Process. We have covenanted together, and hereby testify, that our standard of care is the standard to which each of us would consider himself bound were his opinion subject to examination and cross-examination under oath.

J. Stefan Dupré (Chairman)
George A. Harrower
Marc-Adélard Tremblay

April 11, 1986

86-IV MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT, 1983

Introduction

In this Memorandum, Council continues the practice, established in Advisory Memorandum 86-I, of advising on the granting of Ministerial consents pursuant to the Degree Granting Act, Chapter 36, Statutes of Ontario, 1983. This Memorandum, in concert with Advisory Memorandum 86-I, concludes Council's consideration of applications for the renewal of existing consents, evaluated in accordance with the Ministry's policy statement of November 1985 re: The Granting of Ministerial Consents as authorized by the Degree Granting Act.

Council offers advice with respect to five institutions whose consents expire on August 31, 1986, and whose applications for renewal have been submitted.

Renewals of Existing Consents

The Alfred Adler Institute of Chicago

The Alfred Adler Institute of Chicago, Illinois was granted a Ministerial consent in October 1984, to offer the Master of Arts in Counselling Psychology program in co-operation with the Alfred Adler Institute of Ontario until August 31, 1986. The Alfred Adler Institute of Ontario, established in 1968, is a non-profit educational organization and a member of the North American Society of Adlerian Psychology.

Council's assessment of the Alfred Adler Institute of Chicago's application for the renewal of its consent is offered below.

1. Status in Home Jurisdiction

The Alfred Adler Institute of Chicago is accredited by the Commission on Institutions of Higher Education of the North Central Association of Colleges and Schools (NCA). The Master of Arts in Counselling Psychology is included in the accreditation which the Alfred Adler Institute of Chicago has been granted. Council notes that the Institute's accreditation status was reaffirmed

in 1983-84 following a comprehensive review and is valid for five years. The next comprehensive review of the Alfred Adler Institute of Chicago is scheduled for 1988-89.

The Ministerial consent which was issued to the Alfred Adler Institute of Chicago in 1984 was granted on the condition that the North Central Association of Colleges and Schools certify, on the basis of a site visit, that:

> the degree program offered in Ontario meets the same standards that apply to the program as offered in the United States with respect to admission requirements, curricula, qualifications of faculty, hours of instruction, access to library and laboratory facilities and requirements for graduation.[1]

A site-visit and evaluation of the Alfred Adler Institute of Ontario was conducted by the North Central Association of Colleges and Schools in May 1984 and a report was later submitted to the Ministry certifying that the Master of Arts in Counselling Psychology degree program offered in Ontario met the same standards which are applied to the program offered at the Alfred Adler Institute home campus in Chicago, Illinois.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree granting institutions established in the United States have been met by the Alfred Adler Institute of Chicago.

2. <u>Societal Need and Student Demand</u>

The Master of Arts in Counselling Psychology offered by the Alfred Adler Institute of Chicago is a professional program which neither prepares students for registration as psychologists in the State of Illinois or other states requiring a masters or doctorate degree, nor qualifies students as private practitioners in counselling or psychotherapy. The Alfred Adler

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1. Letter from Ms. Karen Kerr, University Affairs Officer to Mr. Thurston E. Manning, Director, North Central Association of Colleges and Schools, June 18, 1984.

Institute "discourages persons at this level of education from engaging in unsupervised private practice."[2]

The Alfred Adler Institute of Chicago provides professional training in the principles and methods of Individual Psychology - the system of psychological theory and practice originated by Alfred Adler. The purpose of this program is to provide an opportunity, to those persons already employed in the human service field, for clinical training and education in the philosophy and application of the theory and techniques of Adlerian psychology:

> for the benefit it can bring to the helping professions and to the public at large in dealing with human behavior and psychological disorder.[3]

The Alfred Adler Institute is the only accredited independent specialized graduate degree-granting Adlerian training institute in the world.

The courses in Ontario are offered on the weekend making the program available to fully employed professionals. Guidance counsellors, teachers, doctors, clergy, social workers, counsellors and therapists most frequently enrol in the program. Through clinical and classroom training, the program prepares its students to apply their knowledge in public and private sector agencies, community mental health centers, hospitals, correctional institutions, youth agencies, schools, family counselling centers, business and industry. Students most often apply their knowledge to their current employment where counselling skills are used to prevent or resolve human problems related to personal and personnel issues, including family problems, depression, anxiety, school adjustment, marital distress, grief and loss.

The Alfred Adler Institute of Ontario is one of many institutions offering courses which, upon individual review, have been recognized by the College of Family Physicians of Canada as courses applicable to family medicine. Members of the College who enrol in approved

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2. Alfred Adler Institute, Application for Renewal of Ministerial Consent, March 13, 1986, p. 6.

3. Ibid., p. 2.

courses offered by the Alfred Adler Institute will receive credit toward the 50 hours per year of continuing medical education required for College membership. The Qualifications Evaluation Council of Ontario and the Ontario Secondary School Teachers' Federation recognize courses offered by the Alfred Adler Institute for the purpose of professional upgrading and increases in the level of remuneration.

The Alfred Adler Institute of Ontario has an average of 90 students enrolled each year, however new enrolments appear to fluctuate. There were 36 new enrolments in 1983-84, 20 in 1984-85 and 38 in 1985-86. The Alfred Adler Institute forecasts that there will be 45 to 50 new enrolments in 1986-87 with a subsequent annual increase in enrolment of 10% to 1990-91.

Since 1982-83 there has been a total of twelve graduates of the Ontario program with six students expected to graduate in the fall of 1986.[4]

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

3. Ontario On-Site Facility and Library Services

Courses for the Alfred Adler Institute, Master of Arts in Counselling Psychology program are offered in Toronto at 252 Bloor Street West. All audio visual equipment utilized is provided by the Alfred Adler Institute of Ontario and is kept at its administrative office in Willowdale, Ontario.

Throughout the program, the resources of the Alfred Adler Institute of Chicago library and the Illinois state interlibrary loan system are available to Ontario students by mail. Students are responsible for postage expenses. In Ontario, students have access to a small library at the Alfred Adler Institute of Ontario which contains 500 volumes for borrowing, consisting primarily of books required for course work, with a limited

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4. Alfred Adler Institute of Ontario, Response to Request for Additional Information, June 12, 1986, p. 1.

selection of other books.[5]

Also in Ontario, students enrolled in the Master of Arts, Counselling Psychology program at the Alfred Adler Institute of Ontario receive a library card and full borrowing privileges from the Ontario Institute for Studies in Education (OISE).

Council is satisfied that the Ontario on-site facility and library services of the Alfred Adler Institute of Chicago are adequate.

Recommendation

Council has reviewed the Alfred Adler Institute of Chicago's application for the renewal of its consent to offer the Master of Arts in Counselling Psychology in Toronto and is satisfied that the relevant criteria have been met.

Council recommends that the Alfred Adler Institute of Chicago be granted a renewal of its consent for a three year period ending June 30, 1989.

Council notes that the Alfred Adler Institute of Chicago is scheduled to undergo a comprehensive review in 1988-89. Council suggests that a site-visit to the Ontario location be undertaken in conjunction with this comprehensive review to determine whether the Master of Arts in Counselling Psychology program offered in Ontario continues to meet the same standards which are applied to the program at the home campus.

Accordingly, Council recommends to the Minister:

OCUA 86-12 **MASTER OF ARTS IN COUNSELLING PSYCHOLOGY AT THE ALFRED ADLER INSTITUTE OF CHICAGO**

THAT, the Alfred Adler Institute of Chicago be granted a Ministerial consent to offer its Master of Arts in Counselling Psychology in Toronto, Ontario for a period of three years from September 1, 1986 to June 30, 1989.

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5. Ibid., p. 4

Central Michigan University

Central Michigan University of Mount Pleasant, Michigan was granted a Ministerial consent to offer its Master of Arts in Education, concentration in Community College Education, at Humber College of Applied Arts and Technology for a two year period up to August 31, 1986. Central Michigan University has applied for a renewal of this consent to continue offering the Master of Arts in Education program at the campus of Humber College for one year and to begin offering the program at Durham College of Applied Arts and Technology for one cycle of the program, or approximately thirty months.

Council's assessment of Central Michigan University's application for the renewal of its consent is offered below.

1. Status in Home Jurisdiction

Central Michigan University is accredited by the Commission on Institutions of Higher Education of the North Central Association of Colleges and Schools (NCA). The last comprehensive review of the institution took place in 1978-1979. A focused review is currently underway, and the report should be available this fall.

Education programs at Central Michigan University are accredited by the National Council for Accreditation of Teacher Education (NCATE). The most recent NCATE assessment of Central Michigan's home campus education programs occurred in 1981, with the next evaluation scheduled for 1990. In June 1984, NCA conducted site visits at the three Ontario centres where the Central Michigan University program was being offered. The report and subsequent correspondence certified that the program offered in Ontario met the same standards as are applied to the program being offered at the home campus.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree granting institutions established in the United States have been met by Central Michigan University.

2. Societal Need and Student Demand

The Master of Arts in Education, concentration in Community College Education program offers an opportunity for the professional development of

community college faculty in Ontario. The program consists of ten courses offered in Ontario on weekends over a 30 month period. The only prerequisite to the master's degree program is a baccalaureate degree. The programs offered at Humber and Durham Colleges would be identical.

Out-of-state programs offered by Central Michigan University are initiated at the request of a corporation, association, government agency or other organization. The program offered by Central Michigan University purports to create an "opportunity for working adults who, because of career, personal or geographic circumstances have limited access to more traditional forms of higher education".[6]

As indicated by the president of Humber College, this program is significant to the professional development of community college faculty:

> Since the majority of our faculty come from industry, the need for academic currency in various specializations is most important, as well as a knowledge of the college system, for them to be effective.[7]

Both Humber and Durham have placed a high priority on staff development and have indicated that their faculty are fulfilling professional development needs by pursuing this master's degree.[8] The program is made available primarily to the faculty of the host college however, when space permits, faculty from other Ontario community colleges have been admitted to the program.

In the original consent granted to Central Michigan University to offer its Master of Arts in Education program in October 1984, the Minister indicated that as

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6. Site-Visit Report, p. 9.

7. Letter from Dr. R.A. Gordon, President, Humber College, to Mrs. Marnie Paikin, July 7, 1986, p. 1.

8. Letter from Mr. Melvin L. Garland, President, Durham College of Applied Arts and Technology, to Dr. Ralph Benson, Assistant Deputy Minister of Colleges and Universities, September 6, 1985 and telephone conversation with Dr. R.A. Gordon, President, Humber College of Applied Arts and Technology, July 2, 1986.

a condition of the consent:

> Humber College and Central Michigan University should continue in their efforts to involve an Ontario institution in this program with the goal of such institution eventually taking over the program.

Both Humber and Durham Colleges have made enquiries in this regard but have found that Ontario institutions are, for various reasons, unable to take over the provision of the program.[9]

Since 1984 the Ontario Institute for Studies in Education (OISE) has been offering at Humber College its part-time Master of Education (MEd) in Higher Education and Master of Arts (MA) in Higher Education programs which pertain to community college education for the purpose of providing professional development for college faculty. The OISE program has approximately 15 students enrolled in the MEd program and two in the MA program offered at Humber.

Although the programs offered by OISE and Central Michigan University cover similar course material, OISE indicated they viewed the programs as complementary rather than competitive. Students in the Central Michigan program often take courses offered by the OISE program, which are accepted as transfer credits toward their Central Michigan degree. Many students in the Central Michigan University program would not be eligible for admission to the OISE program since their backgrounds are often professional or because they are unable to meet University of Toronto admission standards for other reasons. OISE has also indicated that, under current staffing and resource limitations, they would be unable to accommodate the number of students in the Central Michigan program in their program offered at Humber, nor could they offer their program this

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9. Letter from Dr. R.A. Gordon, President, Humber College, to Mrs. Marnie Paikin, July 7, 1986 and Letter from Mr. D. Michie, Dean, Applied Arts and Health Sciences, Durham College, to Mrs. Marnie Paikin, July 4, 1986.

September at the Durham College campus.[10]

Student demand for the program offered by Central Michigan University averages 32 students per course. As of March 1986 there were 77 students enrolled in the program at Humber, 22 of whom graduated in May 1986. A total of 55 students will continue to be enrolled. While there will be no new enrolments in the program in 1986-87, demand from those currently enrolled is projected to continue for one more year, at which time Central Michigan University has indicated that it intends to close the program at Humber.

Projected enrolment in the program at Durham College is 30 students for one cycle of the program.

It is clear that the program offered by Central Michigan University focuses on issues concerning the delivery of community college education and is tailored to the particular needs of full-time community college faculty who seek professional advancement and enhancement of their skills. Council notes that this program meets a need which can not be met by an Ontario institution at this time.

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

3. Ontario On-Site Facility and Library Services

The Master of Arts in Education, concentration in Community College Education program is offered at the campus of Humber College. Humber College provides the classroom space, office space and equipment necessary to support the program. Facilities and equipment required to offer the program in Oshawa would be provided by Durham College.

Resources of the Central Michigan University library are available to all off-campus students in Ontario. Students in Ontario have collect-call privileges to the home campus library which can be used to order books, photocopies of journals and to receive literature and

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10. Telephone conversation with Dr. Michael Skolnick, Co-ordinator of Community College Programs, Ontario Institute for Studies in Education, July 4, 1986.

reference assistance at no cost to the student. In addition, a Central Michigan University librarian, specifically assigned to serve the Ontario off-campus group, visits Ontario students a minimum of once per year to explain the off-campus library services, provide library orientation and give bibliographic instruction. Students in Ontario also have access to the library of the college at which they are employed.

Council is satisfied the Ontario on-site facility and library services of Central Michigan University are adequate.

Recommendation

Council has reviewed Central Michigan University's application for the renewal of its consent to offer the Master of Arts in Education, concentration in Community College Education program at Humber College in Rexdale and Durham College in Oshawa.

Due to the nature of the student demand for this program Council believes that the renewal of Central Michigan University's consent should be granted for one year at the Humber College site and for three years at the Durham College location.

Since the North Central Association of Colleges and Schools will have completed a focused review of Central Michigan University by the fall of 1986, Council suggests that these consents be conditional upon Central Michigan University maintaining its accreditation in the United States. Further, it should be the responsibility of the Ministry to ensure that this condition is met.

Accordingly, Council recommends to the Minister:

OCUA 86-13

MASTER OF ARTS IN EDUCATION CONCENTRATION IN COMMUNITY COLLEGE EDUCATION AT CENTRAL MICHIGAN UNIVERSITY

THAT, Central Michigan University be granted a Ministerial consent to offer its Master of Arts in Education, concentration in Community College Education at Humber College in Rexdale, Ontario for a period of one

year from September 1, 1986 to June 30, 1987, and at Durham College in Oshawa, Ontario for three years from September 1, 1986 to June 30, 1989, both consents granted on the condition that Central Michigan University maintain its accreditation status in the United States.

Northern Illinois University

Northern Illinois University of Dekalb, Illinois was granted a Ministerial consent in October 1984 to offer the Master of Science in Education specializing in Outdoor Education at the Forest Valley Outdoor Education Centre, North York, Ontario until August 31, 1986.

Council's assessment of Northern Illinois University's application for the renewal of its Ministerial consent is offered below.

1. Status in Home Jurisdiction

Northern Illinois University is accredited by the Commission on Institutions of Higher Education, North Central Association of Colleges and Schools (NCA). Education programs at Northern Illinois University are accredited by the National Council for Accreditation of Teacher Education (NCATE). An NCATE site-visit to the Ontario location at which the program was offered was conducted on August 2-3, 1984 and on December 1-2, 1984. In the opinion of the NCATE consultant, the courses offered by Northern Illinois University at the Forest Valley Outdoor Education Centre were comparable to those offered at the home campus and NCATE standards were being met.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree granting institutions established in the United States have been met by Northern Illinois University.

2. Societal Need and Student Demand

The Master of Science in Education specializing in Outdoor Teacher Education program offered by Northern Illinois University is not a program leading to

certification as an elementary or secondary school teacher. This program is offered in co-operation with, and at the initial request of, the Council of Outdoor Educators in Ontario (COEO), who contract this program from Northern Illinois University, as a professional development opportunity for full-time outdoor educators, elementary and secondary classroom teachers, employees of conservation authorities, community service employees and other COEO members. Most often students enrol in individual courses as a Student-at-Large for the purpose of professional growth. As a Student-at-Large, students can apply credit for five courses toward a graduate degree if they choose to enrol as a program major and are accepted by the Northern Illinois University Graduate School. Few students (five percent or less)[11] intend to achieve the degree available, and few submit these credits toward degree programs at the Ontario Institute for Studies in Education (OISE), York or Brock Universities.

Northern Illinois University has offered two courses per year in Toronto since 1977-78 with an average of 20-23 students enrolled per course. Courses offered in the fall term 1985 and spring term 1986 attracted 17 and 19 students respectively.

The program offers a variety of courses related to outdoor educational philosophy, teaching methods, outdoor interpretation and arts and crafts. Degree requirements stipulate that students must complete 21 credit hours in Outdoor Education courses and 9 credit hours in a cognate field, with two courses taken at the home campus in Illinois. Courses are delivered over four weekends.

COEO requested that Northern Illinois offer graduate courses for fully employed individuals to take on a part-time basis in order to upgrade their knowledge and leadership skills in matters pertaining to outdoor education. Proponents of the Ontario outdoor education movement indicate that:

> The Northern Illinois University Master Degree program has been a truly significant impact upon the Ontario scene... We are in no danger of losing our unique identity by endorsing the Northern

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11. Northern Illinois University, Application for Renewal of Ministerial Consent, March 18, 1986, p. 1.

> Illinois University program as a COEO professional development program. On the contrary, I see it as a timely event which has aided both those who have taken the program and the movement in general by assuring the critics that there is an important role for Outdoor Educators in both the formal and non-formal education of Ontario's youth.[12]

Outdoor education courses offered by Northern Illinois University are recognized by the Qualifications Evaluation Council of Ontario and the Ontario Secondary School Teachers' Federation as professional development programs and may entitle elementary and secondary school teachers to increased levels of remuneration.

A condition attached to the original consent granted to Northern Illinois University stated that:

> Northern Illinois University and the Outdoor Educators of Ontario must attempt to involve an Ontario institution in the delivery of this program, with the goal of such institution eventually taking over the program.[13]

Since receiving their original ministerial consent, COEO and Northern Illinois have contacted OISE and Brock concerning the possibility of these institutions offering the Outdoor Education program. Although no progress was made in discussions with OISE, a series of discussions was held with representatives of Brock University. Ultimately these discussions revealed that the offerings at Brock could not fulfill the needs of COEO members at this time.

Brock currently offers four part-time courses in Outdoor Environmental Studies which are considered an alternative to, rather than a duplication of, the

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12. Mr. Chuck Hopkins, School Superintendent, Toronto Board of Education, One Perspective on the Impact of the Northern Illinois Masters Degree Program on Ontario Education by an Ontario Outdoor Educator, provided by Northern Illinois University, March 18, 1986.

13. Letter from Dr. Bette Stephenson, Minister of Colleges and Universities, to Dr. Orville E. Jones, Assistant Dean, International and Special Programs, Northern Illinois University, October 15, 1984, p. 2.

courses offered by Northern Illinois University.[14] Brock's courses in the area of Outdoor Environmental Education, offered only during the summer months, are part of the curriculum specialization within the Master of Education program. These courses are only available at Brock's Sheridan College off-campus location in Oakville.

Council notes that, in addition to the limited number of courses available at Brock, the two half credit courses in Outdoor Environmental Education offered in the summer term 1986 are at capacity with 32 students enrolled. A waiting list has been established for courses which will be offered during the summer term 1987.[15] Officials at Brock University have indicated that they do not offer an entire program in Outdoor Environmental Education nor do they have plans to develop a specialization in this field of study.[16]

Council recognizes that, although Northern Illinois and COEO have investigated the possibility of having the Northern Illinois Master of Science in Education program replaced or partially replaced by an Ontario institution, an alternative to the program is not presently available.

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

3. Ontario On-Site Facility and Library Services

All facilities and equipment required to offer the Master of Science in Education specializing in Outdoor Teacher Education program are leased by the Council of Outdoor Educators in Ontario, Professional Development Committee, from Toronto area school boards.

In Ontario, students have access to the resources of the Forest Valley Outdoor Education Library, the F.W.

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14. Telephone Conversation with Dr. James Gram, Associate Professor, Graduate and Undergraduate Department, College of Education, Brock University, June 16, 1986.

15. Ibid., June 16, 1986.

16. Ibid., June 16, 1986.

Minkler Professional Library of the North York Board of Education and all other facilities of the North York Board of Education. Over fifty doctoral dissertations in the field of outdoor education, which have been purchased by COEO, are available at the Minkler Library to Ontario students enrolled in the Northern Illinois program.

In addition to the library services available in Ontario, Northern Illinois University faculty can issue main campus library cards and bring a lending library to class for student use.

Council is satisfied that the Ontario on-site facilities and library services of Northern Illinois University are adequate.

Recommendation

Council has reviewed Northern Illinois University's application for the renewal of its consent to offer the Master of Science in Education specializing in Outdoor Education program.

Northern Illinois University's original Ministerial consent stipulated that attempts must be made to involve an Ontario institution either in the delivery of courses or the provision of the program. This condition appears unachievable in the near future. Council recognizes that consultation between Northern Illinois/COEO representatives and Ontario institutions has occurred, however, it appears that no Ontario institution will participate in, or replace, the Master of Science in Education specializing in Outdoor Education program at this time, or in the near future. In light of the student demand for courses specifically pertaining to outdoor education, Council believes that the renewal of the Northern Illinois University's consent should cover a three year period to June 30, 1989.

Accordingly, Council recommends to the Minister:

OCUA 86-14 **MASTER OF SCIENCE IN EDUCATION SPECIALIZING IN OUTDOOR EDUCATION AT NORTHERN ILLINOIS UNIVERSITY**

THAT, Northern Illinois University be granted a consent to offer its Master

of Science in Education specializing in Outdoor Education in Toronto, Ontario for a period of three years from September 1, 1986 to June 30, 1989.

University of Bridgeport

The University of Bridgeport, Connecticut, was granted a Ministerial consent in October 1984 to offer its Master of Science in Biology, emphasis in Human Nutrition program in Toronto until August 31, 1986.

Council's assessment of the University of Bridgeport's application for the renewal of its consent is offered below.

1. Status in Home Jurisdiction

The University of Bridgeport is accredited by the New England Association of Schools and Colleges (NEASC). NEASC accreditation is granted for a ten year period with a focused review occurring after five years. The last NEASC comprehensive institutional evaluation of the University of Bridgeport occurred in 1979, followed by a focused review in 1985 after which the university was reaccredited for a five year period. The next NEASC comprehensive evaluation is scheduled for Fall 1989.

An NEASC site visit and evaluation of the University of Bridgeport Master of Science in Biology emphasis in Human Nutrition program offered in Toronto was conducted in May 1984. The consultant conducting the site-visit indicated that the program offered in Ontario met the same standards which applied to the program offered at the University of Bridgeport home campus in Bridgeport, Connecticut.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree granting institutions established in the United States have been met by the University of Bridgeport.

2. Societal Need and Student Demand

The Master of Science in Biology, emphasis in Human

Nutrition program is directed at fully employed adult students whose current employment is relevant to the health care sector and who desire a background in human nutrition, its role in health and disease, and health care.

The program is offered in sessions lasting one full weekend, once per month. The program takes 18 months to complete in this fashion. A significant amount of independent reading and study is required, however there is no laboratory component to the program. The program is not designed to qualify graduates for entry into PhD programs because these are oriented toward research.

Applicants for admission to the Master of Science in Biology, emphasis in Human Nutrition program require a baccalaureate degree from an accredited college or university and are required to have completed a course in introductory biochemistry and a basic course in human anatomy and physiology.[17]

The bachelor degree requirement is waived for health practitioners who hold a medical degree requiring the equivalent of four years of professional education from an institution whose accrediting agency is recognized by the United States Office of Education. This requirement is also waived for those health practitioners who hold a valid state license or certificate to practice which required passing a state board examination and have completed at least 30 credits of pre-professional course work at an accredited college or university.[18]

The first cycle of the Master of Science program offered by the University of Bridgeport in Ontario from March 1983 to August 1984 had an enrolment of thirty-four students. Eleven students have graduated. The current cycle of the program, offered from September 1985 to February 1987, has an enrolment of 19 students. The largest group of students presently enrolled in the program are chiropractors (8). However, nurses (2), teachers (2), members of the pharmaceutical industry (2), doctors (1), hospital administrators (1), optometrists (1), dental hygenists (1), and pharmacists

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7. University of Bridgeport, Request for Renewal of Ministerial Consent, April 1, 1986, p. 13.

8. Ibid., p. 13.

(1) are also enrolled in the program.[19]

The University of Bridgeport has projected an enrolment of 25 to 30 students per program offered in Ontario over the next five years. Three cycles of the program would be offered within this period of time, running from February 1987 to July 1988, from September 1988 to February 1990 and from February 1990 to July 1991.

In the submission of the University of Bridgeport, societal need for the Master of Science in Biology, emphasis in Human Nutrition program, was based on the need for "more effective and extensive nutrition education" and "the critical role of nutrition in health and disease, especially in the preventive aspects of certain chronic conditions, [which] has been recognized as a national concern in both Canada and the United States."[20] The University of Bridgeport suggests that the Master of Science in Biology emphasis in Human Nutrition program responds to the needs of society by:

> providing a scientifically based up to date program available to fully employed adults who are potential change makers, people who can apply sound nutritional principles in their special areas of interest and who can further educate the community.[21]

This program is not directed at students who wish to become registered dieticians or develop a career in research. The stated objective of the University of Bridgeport in offering this program is to "respond to widespread student interest in human nutrition" with a program which:

(1) Is based on physiologically and biochemically sound principles of nutrition;
(2) Offers students new and credible information in nutrition at the graduate level;

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19. Ibid., p. 5.

20. Ibid., p. 5.

21. Ibid., p. 5.

(3) Centers on human nutrition in health and disease;
(4) Enables students to acquire an understanding of nutritional issues relevant to their area of specialization or interest;
(5) May serve as a foundation and structure for further studies in nutrition, but not designed to place its graduates into research oriented Ph.D. programs;
(6) Is accessible to qualified fully-employed adult students for whom a full-time program is out of the question;
(7) Is a scientifically based quality alternative to the highly selective, sophisticated, full-time research programs (generally of unquestioned quality) on the one hand, as well as an alternative to an alarming number of programs in nutrition of very dubious quality which are based entirely on anecdotal ramblings and/or fanaticism.[22]

Council, in its consideration of the societal need for this program, circulated the Master of Science in Biology, emphasis in Human Nutrition program to the University of Guelph and the University of Toronto, which both currently offer a Master of Science program in the area of nutrition, to determine the capacity of their graduate programs and whether the demands of Ontario residents for graduate studies in nutrition were being met.

Both the University of Guelph and the University of Toronto indicated that there is little or no similarity between the University of Bridgeport's program and their Master of Science or Master of Health Science programs in nutrition.[23] The Ontario programs have a significant research and laboratory component, are offered on a

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2. Ibid., p. 3.

3. Letter from Dr. J.R. MacDonald, Vice-President Academic, University of Guelph, to Mrs. Marnie Paikin, July 7, 1986, and Letter from Dr. D.W. Lang, Assistant Vice-President (Planning) and University Registrar, University of Toronto, to Mrs. Marnie Paikin, July 7, 1986.

full-time basis and have on-campus residency requirements.

Both the University of Guelph and the University of Toronto indicated in their submissions to Council that the University of Bridgeport Master of Science in Biology, emphasis in Human Nutrition program was most similar to their undergraduate nutrition programs with the exception that these undergraduate programs have a significant laboratory component which the graduate program of the University of Bridgeport does not have.

The two Ontario universities contacted indicated that they were not currently offering a similar program, however if a significant demand existed for a program at this level they indicated that such courses would be most appropriately offered within the context of an undergraduate certificate or diploma program in a part-time format.[24]

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

3. Ontario On-Site Facility and Library Services

The University of Bridgeport, Master of Science, emphasis in Human Nutrition program is offered at the Residence Hall Amphitheatre of the Toronto General Hospital, located at 90 Gerrard Street West, under a space rental agreement which includes the use of a 35 millimeter slide projector and overhead projector equipment. As a non-research program, laboratory facilities are not required. Students with access to their own laboratory facilities, however, are free to incorporate the results of laboratory work into their projects.

Students enrolled in the program in Toronto have full access to the home campus library of the University of Bridgeport. A free phone-in reference service is available to Ontario students, and enables them to request library resources which are subsequently mailed to them, arrange inter-library loans, utilize an online database system and receive research advice from University of Bridgeport librarians.

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24. Ibid.

In addition to access to the library at the University of Bridgeport home campus, Ontario students also have full library privileges, and are considered primary users, at the Canadian Memorial Chiropractic College in Toronto, with which the University of Bridgeport has a formal agreement. University of Bridgeport recommended readings are kept on reserve at the Canadian Memorial Chiropractic College library.

Council is satisfied that the Ontario on-site facility and library services of the University of Bridgeport are adequate.

Recommendation

Council has reviewed the University of Bridgeport's application for the renewal of its consent to offer the Master of Science in Biology emphasis in Human Nutrition program in Toronto.

Since the next cycle of the Master of Science in Biology, emphasis in Human Nutrition program will conclude in July 1988, Council believes that the renewal of the University of Bridgeport's Ministerial consent should be granted for a two year period to June 30, 1988.

Accordingly, Council recommends to the Minister:

OCUA 86-15 **MASTER OF SCIENCE IN BIOLOGY EMPHASIS IN HUMAN NUTRITION AT THE UNIVERSITY OF BRIDGEPORT**

THAT, the University of Bridgeport be granted a Ministerial consent to offer its Master of Science in Biology emphasis in Human Nutrition in Toronto, Ontario for a period of two years from September 1, 1986 to June 30, 1988.

Free University of Amsterdam

On November 23, 1984 the Free University of Amsterdam, the Netherlands was granted a Ministerial consent to offer its Doctor of Philosophy program in

Ontario, in co-operation with the Institute for Christian Studies of Toronto pursuant to subsection 2(e) of the Degree Granting Act, 1983, for the period up to August 31, 1986.

Council's assessment of the Free University of Amsterdam's application for a renewal of its consent is offered below.

1. Status in Home Jurisdiction

By letter of November 1, 1984 the Dutch Ministry of Education and Sciences confirmed to the Ministry of Colleges and Universities that "the Free University of Amsterdam is empowered to grant the Degree of Philosophy."[25]

Council is satisfied that the requirements specified in the Ministry's policy statement for a university or degree-granting institution established outside Canada or the United States of America, have been met by the Free University of Amsterdam and the Doctor of Philosophy program.

2. Societal Need and Student Demand

The Doctor of Philosophy program offered by the Free University of Amsterdam in co-operation with the Institute for Christian Studies focuses on foundational and methodological issues in philosophical studies, including the philosophy of history, theology, aesthetics, political theory and interdisciplinary philosophy.

The co-operative arrangement currently in place between the Free University of Amsterdam and the Institute for Christian Studies permits students at the Institute for Christian Studies to enrol in a program of doctoral study in Ontario which duplicates the course work, and comprehensive exam components of the Doctor of Philosophy program offered at the Free University of Amsterdam.

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25. Letter from Dr. R.J. in't Veld, Dutch Minister of Education and Sciences, to the Ministry of Colleges and Universities, November 1, 1984.

This arrangement, although never formalized, has been in place since 1979. Students initially enrol at the Institute for Christian Studies and upon the completion of their comprehensive exams apply for admission to the Free University of Amsterdam. The Free University automatically accepts the level and type of work completed in Ontario as equivalent to its own, provided students have done the required amount of courses in the required subject areas. However, the Free University cannot offer a guarantee of acceptance to students who begin the program at the Institute for Christian Studies because the admission of foreign students to a Dutch university requires the approval of the Dutch Minister of Education.

The arrangement between the University of Amsterdam and the Institute for Christian Studies is based on:

> An agreement whereby ICS [Institute for Christian Studies] students who do post Master of Philosophical Foundations Studies at ICS according to an agreed formula will receive exemption by the Free University from all requirements for the PhD except for the writing of a dissertation, subject in each instance to the approval of the Dutch government.[26]

In practice, all students transferring from the program in Ontario to the program in the Netherlands have been approved by the Dutch Ministry.

The program requires a minimum of four years of study to be completed after the Master of Philosophical Foundations degree has been obtained. A minimum of two full years of study in residence is required prior to taking comprehensive exams at the Institute for Christian Studies. This is followed by at least two years spent researching and writing the doctoral dissertation. During their first year of course work students at the Institute for Christian Studies arrange for a supervisor from the Free University of Amsterdam to guide their program of study. If arrangements can be made for the thesis supervisor from the Free University to be in Ontario periodically during the stage at which a student has been admitted to the Free University and is researching and writing the thesis, then it may not

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6. Institute for Christian Studies, Response to Request for Additional Information, June 18, 1986, p. 2.

be necessary for the student to go to Amsterdam to study, but only to make a short visit there in order to present the doctoral thesis.

The purpose of the Doctor of Philosophy program is:

> To help develop scholars who can become independent and contributing members of the academic community, competent to teach others, knowledgeable in philosophy, and ready to enhance Christian insight into learning.[27]

This doctoral studies program is intended for those individuals whose vocational goal is a life of scholarship and teaching in or related to philosophy or the philosophy of a particular field of study. Unlike an advanced degree taken at a seminary or theological college, where studies are intended primarily for the training of clergy, this program offers individuals who are pursuing an academic career in many different fields of study an opportunity to develop a Christian teaching perspective and Christian understanding of their life work. It creates an opportunity for those individuals wishing to approach an academic career from a Christian prospective to pursue this goal at an Ontario location for the majority of their doctoral studies.[28]

Four Ontario students have enrolled in the Free University of Amsterdam program offered at the Institute for Christian Studies since the first Ministerial consent was granted in 1984. One additional student has begun the first year course work pertaining to the Doctor of Philosophy program and will be formally admitted to the program when a tentative supervisor at the Free University has been located. An increase in enrolment is expected at a rate of two students per year.

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

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27. Institute for Christian Studies, Information Flyer re: Doctor of Philosophy Program.

28. Free University of Amsterdam, Requested Information for Application for Ministerial Consent, May 1986, p. 1.

3. Ontario On-Site Facility and Library Services

During the two years of course work, comprehensive exams, and any researching and writing of the doctoral thesis required by the Free University of Amsterdam that is completed in Ontario, students utilize the physical facilities of the Institute for Christian Studies. The Institute for Christian Studies has seven full-time faculty and one part-time Associate Professor involved in the Doctor of Philosophy program.

Students and faculty of the Free University of Amsterdam's Doctor of Philosophy program offered at the Institute for Christian Studies have full access to a small library at the Institute for Christian Studies and to the Robarts Library at the University of Toronto. Library privileges extended by the University of Toronto library are subject to review every three to five years. Library user fees are covered by the Institute for Christian Studies.

Council is satisfied that the Ontario on-site facility and library services of the Free University of Amsterdam in co-operation with the Institute for Christian Studies are adequate.

Recommendation

Council has reviewed the Free University of Amsterdam's application for the renewal of its consent to offer the Doctor of Philosophy program in co-operation with the Institute for Christian Studies in Toronto.

Council believes that the Free University of Amsterdam should be granted a conditional Ministerial consent for a period of ten months. Five conditions pertain to this consent and are as follows: that on all promotional material pertaining to the Doctor of Philosophy program, it must be indicated that this is a program of the Free University of Amsterdam offered in co-operation with and/or located at the Institute for Christian Studies, Toronto; that the required disclaimer is included on all promotional material relating to the program whether distributed by the Free University of Amsterdam or the Institute for Christian Studies; that the Ministry be made aware of any changes which are made to the Doctor of Philosophy program of the Free

University of Amsterdam offered in co-operation with the Institute for Christian Studies; that the Ministry be provided with a copy of any agreement formalizing or ratifying arrangements between the Free University of Amsterdam and the Institute for Christian Studies with respect to the Doctor of Philosophy program; and that the Free University of Amsterdam maintain its present degree-granting status in the Netherlands.

Accordingly, Council recommends to the Minister:

OCUA 86-16

DOCTOR OF PHILOSOPHY AT THE FREE UNIVERSITY OF AMSTERDAM IN CO-OPERATION WITH THE INSTITUTE FOR CHRISTIAN STUDIES IN TORONTO

THAT, the Free University of Amsterdam be granted a consent to offer its Doctor of Philosophy in Toronto, Ontario in co-operation with the Institute for Christian Studies for the period from September 1, 1986 to June 30, 1987, on the condition that, during this period, on all promotional material pertaining to the Doctor of Philosophy program, it must be indicated that this is a program of the Free University of Amsterdam offered in co-operation with and/or located at the Institute for Christian Studies, Toronto; that the required disclaimer is included on all promotional material relating to the program whether distributed by the Free University of Amsterdam or the Institute for Christian Studies; that the Ministry be made aware of any changes which are made to the Doctor of Philosophy program of the Free University of Amsterdam offered in co-operation with the Institute for Christian Studies; that the Ministry be provided with a copy of any agreement formalizing or ratifying arrangements between the Free University of Amsterdam and the Institute for Christian Studies with respect to the Doctor of Philosophy program; and that the Free University

of Amsterdam maintain its present degree-granting status in the Netherlands.

Conclusion

The recommendations contained in this Memorandum complete Council's consideration of applications for the renewal of existing Ministerial consents evaluated against the criteria outlined in the Ministry's policy statement of November 1985 re: The Granting of Ministerial Consents as authorized by the Degree Granting Act, 1983.

Council has gained many insights into the existing policy as a result of reviewing the eight applications for renewal of consent, and now has a number of serious reservations about the criteria themselves. In particular, the issue of program quality may not be appropriately addressed.

In due course, therefore, Council intends to share with the Minister its views on the strengths and weaknesses of the existing policy statement which guide the evaluation of applications for Ministerial consents.

Marnie Paikin
Chairman

July 18, 1986

86-V FUNDING ARRANGEMENTS FOR PROGRAMS AT ALGOMA COLLEGE, LE COLLEGE DE HEARST AND NIPISSING COLLEGE

Introduction

On January 13, 1986, the President of Laurentian University wrote to the Chairman of Council expressing concerns about the funding arrangements for Laurentian University programs offered at Algoma College, Le College de Hearst and Nipissing College. The President recommended that the existing funding arrangements be adjusted to address these concerns. In this memorandum Council reviews the background to the existing funding arrangements for programs offered at Laurentian affiliates, current problems with these arrangements and recommends appropriate modifications.

Existing Funding Arrangements

In Advisory Memorandum 79-III, Council recommended, and the Minister accepted, the current funding arrangements for students enrolled at Algoma College, Le College de Hearst and Nipissing College in programs offered by Laurentian University but not approved for direct funding to the affiliates. These students are reported for funding as Laurentian University enrolments, with the formula and non-formula grants applicable to these enrolments being transferred to the appropriate College by Laurentian.[1] Council described the policy and rationale for recommending the current approach as follows:

> ...Council was guided by the fact that among Laurentian University and its affiliates, only Laurentian is authorized to offer the B.Com., B.S.W. and honours B.A. programs. Council does not propose that such authorization be extended to the affiliates but recognizes that the Colleges can offer programs on behalf of and as authorized by Laurentian University. Under such an arrangement, students would be enrolled at the appropriate

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1. For a summary of the history of the funding arrangements of the Laurentian affiliates see: Ontario Council on University Affairs, Advisory Memorandum 79-III, Sixth Annual Report, 1979-80, pp. 56-57.

> College but registered as Laurentian students, reported for funding purposes by Laurentian University and funded at the appropriate program weight. The funds received by Laurentian from the Ministry would then be transferred to the Colleges providing the instruction. It should, of course, be understood that there would be no change from the present funding arrangements for the three year arts program at Algoma, Hearst and Nipissing and the Bachelor of Education program at Nipissing.[2]

At that time Council indicated that this approach would meet several important requirements:

> First, the Colleges will offer and be funded directly for only those programs for which they have already received ministerial approval. Second, the funding weight for the partial B.Com., B.S.W. and honours B.A. programs will be the same regardless of the institution providing the instruction. Third, the arrangement will reaffirm, that, among Laurentian University and its affiliates, Laurentian is currently the only degree-granting institution. Fourth, the Laurentian affiliates will receive the funding which is appropriate to the programs in which they provide instruction.[3]

The adoption of this approach has resulted in the establishment of what commonly is known as "pseudo-campus" reporting where it is necessary for the university to use separate reporting codes for each college in order to report the affiliates' enrolment in the programs not eligible for direct funding.

Current Problems

Laurentian indicates that two basic problems arise out of this funding arrangement. The first is the administrative complexity of this funding arrangement:

> The Laurentian reporting system is already complex because of the need to report for the Affiliated

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2. Ibid., p. 58.

3. Ibid., p. 58.

Colleges and is made even more complex by the necessity to segregate the reporting of the enrolment in Laurentian programs at the Affiliated Colleges.

In addition to the enrolment reporting, further complexity is added to the process by the need for Laurentian to keep separate records for the base periods and moving averages for each of the "pseudo-campuses" in order that a portion of formula grants and the Northern Grant paid to Laurentian can be passed on to the appropriate affiliated college. Further to the complications of reporting and formula calculations, transfers of funds must be made twice per month to each of the three colleges. All this makes for a very complex and administratively cumbersome process.[4]

The second problem is related to the effect of pseudo-campus reporting on the accuracy of enrolment and funding data used and distributed in the Ontario university system:

...Reporting of enrolment in these programs and the resulting funding is regularly included with the Laurentian figures rather than being shown separately or included with the applicable affiliated college. This includes reports issued by the Ministry of Colleges and Universities and by the Council of Ontario Universities. As the enrolment in these programs has grown considerably over the past few years, this reporting is presenting very misleading data on the enrolment and funding of the respective institutions...[5]

Council concurs with Laurentian's position that the current policy has proven to be somewhat cumbersome and has created unforeseen data problems when assessing the enrolment and funding situations of Laurentian and its affiliates. Such problems are unintended complications of the current policy and should be rectified.

. Letter from Dr. J. S. Daniel to Mrs. M. Paikin, January 13, 1986, p. 2.

. Ibid., p. 2.

Modifications to the Current Funding Arrangements

Council believes that a resolution of Laurentian's concerns should maintain the principles underlying the current policy outlined above. Most importantly, the current policy effectively reaffirms that, among Laurentian University and its affiliates, Laurentian is currently the only degree-granting institution and that the affiliates offer and are funded directly for only those programs for which they have already received ministerial approval. The thrust of these principles must continue to be supported despite any simplification of the reporting process.

Laurentian suggests that this can be accomplished if:

> ...Laurentian University were to formally request to Council and to the Ministry that the enrolment at the Affiliated Colleges in programs approved by the Laurentian Senate be included for reporting purposes as enrolment of the respective colleges and that funding with respect to this enrolment be provided directly to the Colleges. Thereafter each time a new program is approved for offering at an Affiliated College, Laurentian will request direct funding approval from Council and the Ministry. This would eliminate the need for separate "pseudo-campus" reporting.[6]

Council believes that the approach suggested has merit. However, Council is concerned that this approach may compromise the first requirement outlined in Advisory Memorandum 79-III, namely, that the Colleges will offer and be funded directly for only those programs for which they have already received ministerial approval. Under the suggested approach, approval by the Minister of the direct transfer of funding could be interpreted either as ministerial approval for these types of programs or as direct funding to programs which have not received ministerial approval. In either case it would be a departure from the intentions outlined in Advisory Memorandum 79-III.

Council continues to believe that it is appropriate for Laurentian's affiliates to be limited in the scope of programs approved for funding by the Minister with the remaining programs being provided on behalf of

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6. Ibid., p. 3.

Laurentian. Council is persuaded, however, that this can be achieved without the funding and reporting arrangements currently in place. Under the approach suggested by Laurentian, emphasis must be placed on the formal request by Laurentian University for reporting the current "pseudo-campus" enrolments as affiliated college enrolments. At a minimum Council will require that the University indicate, in its request for direct funding, that this funding is for a Laurentian program offered at an affiliated college on behalf of Laurentian University. Council's review of the request for direct funding will not be *pro forma* and may require additional information before a funding recommendation is made to the Minister.

Council proposes that the process should be structured in the following manner. Upon approval by the Laurentian Senate of a program to be offered, in whole or in part, at the Laurentian affiliates, the University will submit to Council a request that the enrolment be included for reporting purposes as enrolment of the respective colleges and that funding with respect to this enrolment be provided directly to the colleges. The University will also indicate that the program is a Laurentian University program offered at an affiliated college on behalf of Laurentian University. Council will review the request submitted and make a recommendation to the Minister on the funding and enrolment reporting associated with the program. The Minister will then be able to decide whether direct funding is appropriate. This process will be necessary for all enrolments now reported as Laurentian (Algoma), Laurentian (Hearst) and Laurentian (Nipissing), Laurentian programs newly offered at an affiliate for which the affiliate does not have Ministerial approval and any new programs not captured by Council's undergraduate program approval process.

In light of these considerations, Council accordingly recommends to the Minister:

OCUA 86-17 **FUNDING FOR PROGRAMS NOW AUTHORIZED TO BE OFFERED BY ALGOMA COLLEGE, LE COLLEGE DE HEARST AND NIPISSING COLLEGE**

THAT, funding continue to be provided by the Government directly to Algoma College, Le College de Hearst and

Nipissing College for enrolment in three-year general arts programs, to Algoma College and Nipissing College for enrolment in the first-year science program and to Nipissing College for enrolment in the undergraduate degree program in education.

OCUA 86-18

FUNDING FOR OTHER LAURENTIAN PROGRAMS OFFERED AT ALGOMA COLLEGE, LE COLLEGE DE HEARST AND NIPISSING COLLEGE ON BEHALF OF LAURENTIAN UNIVERSITY

THAT, the process for approval of direct funding for other programs be in accordance with the principles and procedures prescribed in this memorandum.

Marnie Paikin
Chairman

September 19, 1986

86-VI THE ONTARIO GRADUATE SCHOLARSHIP PROGRAM 1987-88

Introduction

In this memorandum, Council submits its advice for 1987-88 on the value, number and distribution of the Ontario Graduate Scholarship (OGS) awards. This advice is rendered in accordance with Council's long-term objectives for the OGS program as outlined in Advisory Memorandum 85-VI, The Ontario Graduate Scholarship Program, 1986-87:

1. To encourage excellence in graduate studies within the Ontario university system.

2. To foster the presence of a minimum number of outstanding graduate students in specific smaller universities.

3. To ensure the presence of a minimum number of outstanding visa graduate students within the Ontario university system.

Advisory Memorandum 85-VI was based on a long-term review of the OGS program. The arguments and analysis underlying the recommendations in that memorandum remain the basis of Council's current position. Therefore, Council does not undertake to reiterate the underlying details of it in this year's memorandum.

Scholarship Stipend Value

In response to Advisory Memorandum 85-VI, the Minister announced on August 8, 1986 that the value of the OGS stipend for 1986-87 would increase from the 1985-86 level of $7,305 or $2,435 per term to $8,760 or $2,920 per term. This represents a 20% increase in the value of the award. Council applauds the Government's increased funding of the Ontario Graduate Scholarship program. In Advisory Memorandum 85-VI, Council recommended that the value of the OGS award be increased to 80% of the average value of the Federal Government scholarships made through the Natural Sciences and Engineering Research Council (NSERC) and the Social Sciences and Humanities Research Council (SSHRC). Council continues to believe that the OGS should be competitively funded in relation to the value of these awards. Table I illustrates the value of the OGS, NSERC

and SSHRC awards since 1974-75.

TABLE I

COMPARATIVE SCHOLARSHIP STIPENDS

	OGS	NSERC PGS Awards[1]	SSHRC Doctoral Scholar-ship	OGS % of NSERC/SSHRC Average Value
1974-75	$3,400[2]	$4,500	$4,000	80.0
1975-76	$3,400[2]	$5,000	$5,000	68.0
1976-77	$3,750	$5,520	$5,500	68.1
1977-78	$4,350	$6,000	$6,000	72.5
1978-79	$4,500	$6,360	$6,360	70.8
1979-80	$4,800	$7,000	$6,750	69.8
1980-81	$4,890	$8,500	$7,860	59.8
1981-82	$5,700	$9,350	$8,760	63.0
1982-83	$6,270	$10,500	$9,720	62.0
1983-84	$6,585	$11,100	$10,800	60.1
1984-85	$6,915	$11,600	$11,340	60.3
1985-86	$7,305	$11,600	$11,640	62.9
1986-87	$8,760	$11,600	$12,000	74.2

1. NSERC post-graduate scholarship (PGS) values are those in effect in the Fall of each academic year.

2. Adjusted to take account of the integration of fees into the award in 1976-77.

For 1986-87, the OGS stipend is 74.2% of the average value of the NSERC and SSHRC awards.

Council notes the significant improvement in the comparative value of the OGS award for 1986. However, in order to restore the OGS program to its original level of prestige, importance and effectiveness Council maintains that the award value of OGS should be increased to 80% of the average value of the NSERC and SSHRC awards. Using 1986 NSERC and SSHRC values, and accounting for an estimated inflation factor of 3.8% for 1987-88, the value of the OGS stipend for 1987-88 should be $9,798 or $3,266 per term, an increase of 11.9%.

Accordingly Council recommends to the Minister:

OCUA 86-19 **ONTARIO GRADUATE SCHOLARSHIP STIPENDS 1987-88**

THAT, in 1987-88, Ontario Graduate Scholarships carry a minimum stipend value of $9,798 or $3,266 per term.

Number of Awards

As indicated in Table II, the total number of awards available has been maintained at 1,200 since 1978-79. Council is concerned with the increasing disparity between the number of qualified applicants and the number of stipends awarded. During the period 1978-79 to 1986-87 the number of applications has increased 29.2% resulting in a decline in the proportion of applicants supported by the program, from 23.8% in 1978-79 to 16.7% in 1986-87. The greatest application pressures have come from the biological sciences, applied sciences, and social sciences, with overall increases, since 1978-79 of 52.2%, 38.9%, and 34.6% respectively.

Although Council believes that there is a need for the OGS program to increase the total number of stipends awarded in order to more effectively encourage, reward and retain excellent graduate students in Ontario, Council continues to accord the highest priority to an immediate increase in stipend value. Therefore, Council believes that the total number of stipends awarded should be at least 1,200.

Accordingly, Council recommends to the Minister:

OCUA 86-20 **NUMBER OF ONTARIO GRADUATE SCHOLARSHIPS FOR 1987-88**

THAT, in 1987-88, at least 1,200 Ontario Graduate Scholarships be made available for:
(a) open competition;
(b) institutional awards; and
(c) visa students

TABLE II

NUMBER OF OGS AWARDS
(by category)

	Open	Institutional	Visa/LI	Total
1974-75	850	150	(Quota)[2]	1,000
1975-76	850	150	(Quota)[2]	1,000
1976-77	850	150	(Quota)[2]	1,000
1977-78	850	45	50	945
1978-79	1,105	45	50	1,200
1979-80	1,095	45	60	1,200
1980-81	1,095	45	60	1,200
1981-82	910	40	50	1,000
1982-83	1,095	45	60	1,200
1983-84	1,095	45	60	1,200
1984-85	1,095	45	60	1,200
1985-86	1,095	45	60[3]	1,200
1986-87	1,095	45	60	1,200

1. LI = Recent Landed Immigrant.

2. Up to 10% of the awards could be allocated to landed immigrants or holders of student visas.

3. Reflecting acceptance of Recommendation 83-4 this category is now restricted only to visa students.

Institutional Awards

In Advisory Memorandum 85-VI, Council endorsed the continuation of institutional awards for Brock, Lakehead, Laurentian and Trent universities. Council considers these awards to be vitally important to the maintenance of graduate activity at these institutions. Council notes that the significant number of OGS awards attracted by Wilfrid Laurier University, in addition to their institutional awards, suggested that the institutional award category is no longer a crucial factor to the graduate enterprise there and should be eliminated. The Minister deferred a decision on this recommendation, pending the receipt of a review of institutional awards from the Chairman of the Ontario Graduate Scholarship Selection Board. Council understands that the Minister is now in receipt of this information and will be in a

position to consider Council's recommendation at this time.

Council reiterates its support for the distribution of institutional awards as detailed in Advisory Memorandum 85-VI. Council believes it necessary that a certain number of awards be reserved for institutions which require them in order to preserve a minimum number of outstanding graduate students within their graduate enterprises. Toward this end, Council recommends that a total of 40 awards be evenly distributed among Brock, Lakehead, Laurentian and Trent universities. Council intends to monitor closely the total number of awards obtained by Wilfrid Laurier and should a significant decline occur in the number of awards held there, Council is prepared to review its current position.

Accordingly, Council recommends to the Minister:

OCUA 86-21 **INSTITUTIONAL AWARDS TO UNIVERSITIES WITHOUT DOCTORAL PROGRAMS**

THAT, 40 scholarships (10 per university) be deemed institutional awards in 1987-88 for the following universities: Brock, Lakehead, Laurentian and Trent.

Visa Student Awards

Council continues to advocate that a certain number of awards be set aside in 1987-88 for outstanding visa students.

Accordingly, Council recommends to the Minister:

OCUA 86-22 **ONTARIO GRADUATE SCHOLARSHIPS TO PERSONS ON STUDENT VISAS**

THAT, 60 scholarships be reserved for persons who at the time of application are student visa holders.

The effect of recommendations 86-21 and 86-22 would mean that 1,100 awards would be made available within the open competition.

Conclusion

The OGS program is a vital element of Government's commitment to the identification and reward of excellence and relevance in academic endeavours within the province of Ontario. Council is convinced that the recommendations in this memorandum will help restore the OGS program to its original level of prestige, importance and effectiveness.

Marnie Paikin
Chairman

October 17, 1986

86-VII MODIFICATION OF THE OPERATING GRANTS FORMULA

Introduction

On October 25, 1985, the Minister of Colleges and Universities indicated that the formula distribution arrangements for 1987-88 and beyond needed to be clarified. In this memorandum, Council recommends a new operating grants allocative mechanism for 1987-88 and beyond.

Evolution of the Operating Grants Formula

In the initial years of the formula's existence, operating grants were calculated on the basis of the current year's enrolment. That is, for a given year, a dollar value for the Basic Income Unit (BIU) was established and then the operating grant to each institution was determined by multiplying that value by the total number of BIUs claimed by the institution in that year. Since then, however, the formula has been modified to reduce the direct relationship between enrolment and funding.

For funding in 1973-74, a change was made to a "slip-year" count of BIUs. Specifically, the operating grant for a given year was determined by multiplying the BIU value by the total number of BIUs in the institution in the immediately preceding year. This change was made so that institutions would know their operating grant income prior to the start of the fiscal year rather than having to wait until part-way through the year.

Undergraduate Funding - 1976-77 to 1983-84

In Advisory Memorandum 75-II ("Formula Revision: The Question of Formula Sensitivity to Changes in Enrolment"), Council gave notice that it was "seriously contemplating options whereby formula funding might become less sensitive to enrolment changes...."[1] Subsequently, in Advisory Memorandum 75-VII, Council initiated "a gradual process whereby the formula that remains ongoing in the undergraduate sector can acquire

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1. Ontario Council on University Affairs, Second Annual Report, 1975-76, p. 20.

some reduced sensitivity to enrolment change". Council embarked on this course after discussions with the institutions because, as it said at the time:

> ...fiscal stability sufficient to maintain service levels (should be) accorded a measure of priority over growth and...accessibility of the university system to student members (should be) hedged by a genuine concern for the quality of a student's university experience. In a context of limited financial resources, there is evident support for reduced sensitivity to enrolment changes...[2]

The first step in this process was taken for 1976-77. The "slip-year" approach was changed to a distribution in accordance with a two-year average in which one-third weight was assigned to BIUs reported in 1974-75 and a two-thirds weight to those reported in 1975-76. The second step was implemented for 1977-78 funding when undergraduate formula grants were distributed in accordance with a three-year average in which the number of BIUs reported in each of 1974-75, 1975-76 and 1976-77 were weighted equally. Thus, over a two-year period, there was a shift to a three-year average in order to reduce enrolment sensitivity.

The third (and final) step in the process, implemented for the 1978-79 fiscal year, was proposed by Council in Advisory Memorandum 76-VII ("Formula Sensitivity to Undergraduate Enrolment Change"). Noting that its "advice on a formula allocation mechanism should be consistent with the advice it offers on global funding of the university system", Council

> ...concluded that the most appropriate means...is to have recourse to an annually moving average whose difference from a stated base could be discounted by a variable percentage that reflected the treatment accorded to the growth component of global funding.[3]

Thus, for 1978-79, undergraduate formula grants were distributed in accordance with the number of

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2. Ontario Council on University Affairs, Second Annual Report, 1975-76, pp. 61-62.

3. Ontario Council on University Affairs, Third Annual Report, 1976-77, pp. 51-52.

undergraduate BIUs in a fixed base (established as the average number of BIUs in 1974-75, 1975-76 and 1976-77) plus 50% of the difference between the average number of BIUs in the fixed base and the average number of BIUs in a three-year moving average (for 1978-79: 1975-76, 1976-77 and 1977-78). For subsequent years the fixed base remained unchanged but the three-year moving average moved forward year by year. This formula remained in place until the end of 1983-84.

Graduate Funding - 1976-77 to 1983-84

In Advisory Memorandum 75-V ("Graduate Program Planning and Formula Revision"), Council noted that there was:

> ...a clear need to suspend the existing formula with respect to graduate work in 1976-77, and to maintain this suspension for a period of at least two and possibly three years, during which the entire basis for funding graduate work can be searchingly re-examined.[4]

Hence, Council recommended, in Advisory Memorandum 75-VII, that funding for graduate work in 1976-77 and 1977-78 "be allocated in accordance with the distribution of eligible graduate [BIUs] reported in 1975-76, these units to be designated during the period of suspension as Graduate Funding Units".[5] One effect of this action was that graduate BIUs acquired a value that was only 97.5% of the value of undergraduate BIUs.

Subsequently, in Advisory Memorandum 77-VII ("Graduate Program Planning and Funding"), Council responded to the institutions' "need to know what funding mechanism would come into effect at the end of the period of formula suspension in order for them to proceed with planning for the first [graduate planning] quinquennium".[6] Council signalled its intention to recommend, beginning in 1979-80, as follows:

. Ontario Council on University Affairs, Second Annual Report, 1975-76, pp. 34-35.

. Ibid., p. 60.

. Ontario Council on University Affairs, Fourth Annual Report, 1977-78, p. 58.

a) For Masters and graduate diploma programs, "the formula currently in use for the funding of undergraduate programs" was to be employed, and

b) For Doctoral programs, Council favoured, "a mechanism which...employs a fixed base enrolment and a three-year moving average enrolment" but incorporates a "discount/stability factor" of two-thirds (rather than one-half).

The different discounting factor for doctoral programs was suggested in order to provide a "high level of stability designed, in part, to protect funding for research and scholarship".[7]

These proposed arrangements were formally recommended in Advisory Memorandum 78-III ("Graduate Program Planning and Funding") and the fixed base for graduate funding was established using the same three-year period (1974-75, 1975-76 and 1976-77) as was used for undergraduate funding.[8] This formula remained in place until the end of 1983-84.

Undergraduate and Graduate Funding - 1984-85 to 1986-87

In Advisory Memorandum 82-XV, Council recommended the adoption of a new formula which treated undergraduate and graduate enrolment in the same fashion. The primary focus of this formula revision was to allocate formula grants according to constant shares. This was tempered by a funding floor below which an institution began to lose formula grant income. With this formula Council intended:

a) to eliminate the erosion of grant revenue accruing to "steady-state" institutions which results from enrolment increases in other institutions,

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7. Ibid., pp. 61-62.

8. Ontario Council on University Affairs, Fifth Annual Report, 1978-79, p. 68.

b) to reduce the disparity in annual revenue increases among institutions,

c) to reduce the likelihood of aggressive competition for enrolment among institutions in the face of the projected decline in the traditional university age-group population, and,

d) to retain some measure of enrolment sensitivity through the medium of tuition fee revenue.[9]

In May 1983, the Minister of Colleges and Universities rejected Council's advice on formula revision. Since that time, the formula grants mechanism has been in a state of flux and uncertainty.

On December 16, 1983, the Minister announced a new operating grants formula to be phased in over three years beginning in 1984-85.[10] At about the same time, the Minister announced the establishment of the Commission on the Future Development of the Universities of Ontario. As part of its terms of reference the Commission was instructed to address:

> ...the method of distribution of university operating grants with a view to ensuring an adequate and measurable basis for public accountability while enabling the universities to remain autonomous in the governance of their affairs and ensuring that their responsibilities as institutions of higher education are discharged with integrity.[11]

In January 1985, the Commission recommended a multi-faceted formula based on a three-level corridors approach to allocating formula grants. Depending on

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9. Ontario Council on University Affairs, Ninth Annual Report, 1982-83, p. 160.

10. See Appendix B of Advisory Memorandum 83-IX, OCUA's Tenth Annual Report, 1983-84, pp. 85-86, for a description of the new formula.

11. The Commission on the Future Development of the University of Ontario, Ontario Universities: Options and Future, December, 1984, - Terms of Reference.

their degree of research intensity, institutions were accorded a corridor of ±4%, ±6% or ±8%.

On January 21, 1985, Council recommended that, pending consideration of the report of the Commission, it was inappropriate to continue the phase-in of the Minister's formula which might be replaced by another formula. The Minister accepted this judgment and, for 1985-86, the phase-in was halted at the first-year configuration of one-third of the grants allocated according to the "new" formula and two-thirds of the grants allocated according to the "old" formula. On October 25, 1985, the Minister indicated that Government had not accepted the operating grants allocation mechanism proposed by the Commission and sought advice from Council on a new allocative mechanism. On November 27, 1985, Council recommended that, in the interim, the formula remain at its first year configuration with a floor provision of 3.5%. The Minister accepted this judgment for allocating operating grants for 1986-87.

The current state of uncertainty about the operating grants formula cannot continue. It is clear to Council that adequate planning in universities requires a more permanent and stable formula. Council has undertaken an extensive review of the objectives of the formula and has assessed numerous mechanisms to achieve these objectives. As a result of these considerations it recommends major changes in the operating grants formula and in the array of extra-formula grants for the next several years.

Proposed Modifications to the Operating Grants Allocation Formula

Council begins by reaffirming its objectives for the operating grants formula as outlined previously in Advisory Memorandum 77-VII, The Ontario University System: A Statement of Issues, and reiterated in Advisory Memorandum 82-XV:

1) funding stability by preventing extreme fluctuations in institutional income,

2) funding predictability to assist institutions in their planing efforts,

3) equitable allocations among institutions

4) accountability to the public by linking funds to some quantifiable factor, and

5) a method that is simple to use, understandable and practical to implement.

In reaffirming these objectives, Council recognizes that the importance of each objective changes over time according to the circumstances faced by the university system and Government. Earlier this year, before determining the direction of change in the allocative mechanism, Council consulted with the university system on the priority that should be attached to each of these objectives. In general, institutions attached highest priority to funding stability and/or equitable allocation rather than to the other objectives. Council concurs with the priority attached to these objectives.

A. Direction of Change in the Operating Grants Allocative Mechanism

The primary direction for formula revision chosen by Council is enhanced funding stability in order to achieve the following aims:

(a) protect institutions' funding from the impact of the actions of other institutions;

(b) reduce the incentive for institutions to use growth only for the purpose of increasing their share of total operating grants;

(c) provide the opportunity for quality considerations as well as for quantity considerations in academic decisions; and,

(d) reduce short-term variations in funding which may result from fluctuating enrolment patterns in future years.

A secondary direction undertaken in this formula revision is to address some of the concerns raised by institutions about the fairness of the current formula in recognizing individual institutional needs. Council undertook to address these concerns only if there were new funds available to support adjustments. Such adjustments should not be made in a zero-sum situation where they result in reductions in funding for other

underfunded institutions.

In Advisory Memorandum 86-II, Council recommended that funding be provided for this purpose. The Minister, on November 3, 1986, announced that funds had been made available for Council to address concerns about the recognition of expanded instructional and research activity and the special needs of northern institutions. Thus, Council has two additional aims for its formula revision related to instructional concerns:

(a) to provide appropriate recognition for relative changes in past levels of activity by adjusting the level of funding with due regard to the past legacy of funding patterns, and,

(b) to adjust institutional funding over the long term, in relation to changing levels of activity.

B. Structural Framework

Council's recommended formula revision is a multi-faceted system of operating grant mechanisms, with a number of different functions, but integrated in total impact. It is based on an "envelope" approach to operating grants allocation. Five separate envelopes have been designated:

(1) formula grants;

(2) enrolment/accessibility adjustments;

(3) research overheads/infrastructure funding;

(4) mission-related institution-specific funding

  (a) institutional weights (Ryerson and OCA),
  (b) Northern mission,
  (c) differentiation,
  (d) bilingualism; and

(5) program adjustments.

Council views these envelopes as an integrated package of operating grants allocation mechanisms. They should not be viewed in isolation. For example, enrolment/accessibility adjustments are integrally related to the formula grants distribution. Similarly,

program adjustment funding is critical to the on-going working of the formula grants mechanism. While such an integrated approach may add somewhat to the complexity of the operating grants allocation it does, in Council's view, provide for a more responsive and equitable allocation of operating grants.

Some of the new envelopes will be temporary, with the bulk of the funds eventually being transferred into the formula grants envelope. Other envelopes will be more permanent and become the basis for extra-formula allocation for several years.

C. Formula Grants Envelope

Under the proposed formula revision, the primary method of allocating operating grants will continue to be through formula grants. Council's primary aim for formula revision, enhanced funding stability, is dealt with in this envelope as are some of the more long-term aspects of its equity aims.

In its exploration of the appropriate mechanism for formula grants distribution Council identified three criteria which the new formula must meet:

(a) **There should be little, if any, loss of income for an institution as a result of the introduction of the new formula.** In this regard, Council decided that the appropriate base from which to begin is the 1986-87 allocation of formula grants. The many factors which influenced the size of the grant allocation in 1986-87 (discounting, floor, or the blending of the "old" and "new" formulas) are disregarded. The equity problems associated with the 1986-87 allocation are dealt with in separate envelopes and, where necessary, will be phased into the formula grants envelope.

(b) **In the short-term, funding should be stable and less sensitive to changes in enrolment.** Enhanced stability in the distribution of funds is the primary objective of Council's formula revision. The formula must be able to protect, for a reasonable period of time, an institution's funding from the impact of other institutions' actions and dampen the funding impact of interyear fluctuations in enrolment.

(c) **In the longer-term, funding should be flexible and allow for appropriate adjustments to changing levels of activity as well as allow for planning or co-ordinating initiatives.** While the primary objective of Council's formula revision is to ensure stable funding for institutions, there must be a limit to such stability. Additional objectives such as equity and accountability must be taken into account. Over time, the levels of activity undertaken by institutions are bound to change. The formula must be able to allow for long-term gradual adjustments in funding in order to recognize such shifts in responsibility. It is important to limit the need for extraordinary equity adjustments in the future.

Council sees funding stability more as a short-term objective (up to 5 to 7 years), while the need for funding flexibility is of long-term importance. This flexibility, however, must be tempered to discourage undesirable competition for enrolment by institutions trying to maintain or increase their share of total formula grants.

Overview of the Proposed Mechanism

Council recommends that the formula mechanism operate in the following manner:

(i) To begin with, each institution's formula grant will equal its 1986-87 formula grants.

(ii) Institutions will continue to receive approximately this level of "real" formula grants so long as their "moving-average" of Basic Income Units (BIUs) remains in a corridor of ±3%.[12] The only variation in an institution's

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12. This assumes that total formula grants and formula fee rates increase annually at the same rate. If the percentage increases in total formula grants and formula fee rates differ, the rate of increase in formula grants may vary among institutions according to the proportion of BOI funded by fees at each institution. In this context "real" formula grants refers to the 1986-87 formula grants escalated by the annual increase in system-wide formula grants.

funding will be the tuition fees gained or lost by varying levels of enrolment.

(iii) When an institution's moving-average BIUs fall below its corridor, it will have its BOI, and hence formula grants, reduced in line with the decline in BIUs. With the agreement of Council, the institution may negotiate for the establishment of a new corridor lower than its current one at a lower level of formula grants to avail itself of the funding stability inherent within a corridor. A new corridor would be based on an agreed plan. The institution would be able to approach Council prior to or after going below its floor. Council would recommend any agreed change to the Minister for approval.

(iv) When an institution's moving-average BIUs go above its corridor it will receive no automatic increase in formula grants but will retain all incremental tuition fees. With the agreement of Council, and if it approaches Council **prior to** going above its ceiling, the institution may negotiate the establishment of a new corridor above its current level at a higher level of formula grants. A new corridor would be based on an agreed plan. Council would recommend any agreed change to the Minister for approval.

(v) The initial formula grants entitlement will be adjusted as the enrolment/accessibility and institutional weights adjustments are applied.

Detailed Description of the Proposed Mechanism

In the following sections, Council provides a detailed description of the proposed formula mechanism. It is described under the following headings indicating the rationale behind each section of the formula: (a) Starting Point, (b) Short-term Stability Mechanism, (c) Long-term Flexibility, and (d) Final Grant Calculation.

(a) Starting Point

As outlined above, Council's first criterion for the new formula is that 'there should be little, if any, loss of income as a result of the introduction of the

formula'. This criterion is fulfilled by making the starting-point for determining future formula grants the 1986-87 array of formula grants (defined as the initial **Base Grants**). Similarly, those factors that determine formula grant allocations in future years - BOI, BIUs and formula fees - have base lines defining their starting-points. **Base BOI, Base BIUs** and **Base Formula Fees** are used as reference points for future allocations. These are defined below.

(i) Base BOI

Base BOI is the sum of **Base Grants** and **Base Formula Fees.** An institution's **Base BOI** is initially calculated by adding its 1986-87 formula grants (initial **Base Grants**) and **Base Formula Fees.** In subsequent years, each institution's **Base BOI** is escalated by the percentage increase in total system **Base BOI.**[13] The array of **Base BOI** will be altered as enrolment/accessibility adjustments and institutional weight adjustments are applied or when a new level of **Base BOI** is negotiated with Council.

(ii) Base Formula Fees

Base Formula Fees are defined as an institution's three-year average of 1983-84, 1984-85 and 1985-86 formula fees. **Base Formula Fee** levels are escalated annually by the annual increase in formula fee rates. An institution's **Base Formula Fees** will be adjusted in accordance with any adjustment in **Base BIUs** negotiated with Council or, in the case of Ryerson and OCA, when their institutional fee rate is changed.

(iii) Base Grants

The 1986-87 level of formula grants is the **Base Grants** level to which future formula grants are tied. In 1987-88, **Base Grants** for each institution will equal each institution's 1987-88 **Base BOI** minus their 1987-88 **Base Formula Fees.** In subsequent years, the array of **Base Grants** allocated will be altered as enrolment/-

13. For example, total system Base BOI in 1987-88 = 1987-88 total formula grants + (1986-87 Base Formula Fees x 1.04 [the fee rate increase for 1987-88]).

accessibility adjustments and institutional weight adjustments are phased-in or when a new level of **Base BOI** is negotiated with Council. If total formula grants and formula fee rates increase at the same rate, the level of **Base Grants** for each institution will be escalated annually by the global increase in formula grants.

(iv) Base BIUs

Base BIUs are defined as an institution's three-year average of 1983-84, 1984-85, 1985-86 total BIUs.

(b) Short-term Stability Mechanism

Council's second criterion - 'in the short-term, funding should be stable and less sensitive to changes in enrolment' - is dealt with in two ways. First, the impact that any one year of enrolment has on the formula grants allocation in a particular year is severely dampened by averaging that year's BIUs with those of a number of other years. Second, a corridor is set around each institution's **Base BIUs**. When an institution's **Moving-average BIUs** are located in this corridor, the institution receives formula grants equal to its **Base Grants** level.

(i) Moving-Average BIUs

Council recommends that a **slip-year 7-year moving-average** of BIUs (total undergraduate and graduate BIUs) be used to dampen the effects of enrolment change. A 7-year moving-average implies that the BIUs found in any particular year will have an impact of approximately 14% in a given year of funding. However, the enrolment growth that has occurred in the past 7 years creates for some institutions a sizeable discontinuity between their **Base BIUs** and their 7-year average of BIUs. Therefore, this moving-average will be phased in by growing from the **Base BIU** average to the full 7-year average when it will begin to move one year at a time. The phase-in is as follows:

Funding Year	Average BIUs
1987-88	$\frac{1983\text{-}84 + 1984\text{-}85 + 1985\text{-}86 + 1986\text{-}87}{4}$
1988-89	$\frac{1983\text{-}84 + 1984\text{-}85 + \ldots + 1987\text{-}88}{5}$
1989-90	$\frac{1983\text{-}84 + 1984\text{-}85 + \ldots + 1988\text{-}89}{6}$
1990-91	$\frac{1983\text{-}84 + 1984\text{-}85 + \ldots + 1989\text{-}90}{7}$
1991-92	$\frac{1984\text{-}85 + 1985\text{-}86 + \ldots + 1990\text{-}91}{7}$

Moving-average Formula Fees include the same years as **Moving-average BIUs.**

(ii) Corridor

To further dampen the effects of short-term enrolment fluctuations and protect the funding of institutions from the impact of enrolment changes at other institutions, a corridor is set around each institution's level of **Base BIUs.** Within this corridor, enrolment change is discounted by 100%. If an institution's **Moving-average BIUs** in any particular year fall within the corridor range, the institution is funded according to its level of **Base BOI.** This implies that an institution will receive formula grants according to the level of its **Base Grants.** The institution's **Base Grants** become its **Eligible Grants.**[14] In this range of BIUs, BOI and

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14. Eligible Grants refer to the grant level used in the final calculation of formula grants entitlement of an institution. It can equal either Base Grants or Moving-average Grants. More specifically, when:

    Moving-average BIUs $\geq$ 0.97 Base BIUs then:

    Eligible Grants = Base Grants

    (See Final Grant Calculation section for a more detailed explanation of Eligible Grants)

formula grants allocation is decoupled from current levels of BIUs and formula fees. If an institution's enrolment increases or decreases within the corridor, grants are not adjusted for the gain or loss in formula fees associated with these students.

Council explored several alternative approaches to corridors. It examined treating undergraduate and graduate enrolments differentially by applying a wider corridor at the graduate level to reflect a perceived need to have greater funding stability for these programs. Some anomalous results were discovered when this concept was examined in detail. If undergraduate and graduate enrolments are treated in isolation in order to vary corridor widths, it was found that the situation could arise at an institution where there could be increasing enrolment at one level and decreasing enrolment at the other, resulting in an increase in total BIUs and enrolment and a decline in total formula grants. This problem can be overcome by creating institutionally specific corridors according to each institution's proportion of graduate and undergraduate enrolment before determining if an institution's **Moving-average BIUs** fall within the corridor. However, Council believes that it would be undesirable to have institutionally specific corridors determined on this basis.

Therefore, Council recommends that a single corridor be used for all enrolments. This provides for flexibility in shifting resources and is simpler.

Council recognizes that the width of corridor chosen is a critical component of its formula proposal. It must provide sufficient stability without providing an incentive to reduce enrolment and impede accessibility. Given that a substantial degree of dampening of enrolment fluctuations has been introduced by the 7-year moving-average, Council recommends that the corridor be set at ±3% of an institution's **Base BIUs**.

c) Long-term Flexibility

Council's third criterion - 'in the longer-term, funding should be flexible and allow for appropriate adjustments to changing levels of activity as well as allow for planning or co-ordinating activities' - is dealt with in two ways. First, when an institution's level of activity, as measured by its **Moving-average**

BIUs, drops below the floor of its corridor, the institution experiences a gradual reduction in funding commensurate with the reduction in **Moving-average BIUs** below its corridor floor. Second, if Council considers it appropriate, an institution will be able to negotiate for the establishment of a new level of **Base BIUs**, corridor, **Base BOI** and **Base Grants**. This will be possible if an institution's **Moving-average BIUs** are, or are planned to be, below its corridor and Council approves the change or, prior to going above its corridor, an institution's plans to do so are approved by Council. Council would recommend any agreed change to the Minister for final approval.

(i) Enrolment Sensitivity Below the Corridor

When an institution's **Moving-average BIUs** fall below its corridor floor, its funding is no longer insensitive to enrolment change. The institution's BOI is reduced from its **Base BOI** level by the gap between the institution's **Moving-average BIUs** and its corridor floor BIUs. This new level of BOI is defined as the institution's **Moving-average BOI**.[15] From this, the institution's **Moving-average Grants** are calculated by subtracting from its **Moving-average BOI** the institution's **Moving-average Formula Fees** adjusted for the 3% cushion provided by the corridor floor.[16] This allows for a smooth transition from funding within the corridor to funding below the floor. Funding is continuous below the corridor floor.

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15. More specifically, when:

Moving-average BIUs < 0.97 Base BIUs, then:

$$\text{BOI} = \text{Moving-average BOI}$$

$$= \text{Base BOI} \times \frac{(\text{Moving-average BIUs} + 0.03\ \text{Base BIUs})}{\text{Base BIUs}}$$

16. More Specifically, when:

Moving-average BIUs < 0.97 Base BIUs, then:

$$\text{Eligible Grants} = \text{Moving-average Grants}$$

$$= \text{Moving-average BOI} - (\text{Moving-average Formula Fees} + 0.03\ \text{Base Formula Fees})$$

When **Moving-average BIUs** drop below the floor, funding associated with such drops in enrolment is not discounted.

Council explored alternative enrolment dampening approaches and found them lacking. For example, a 3-year moving-average with a 50% discount on any enrolment decline was examined. Under this approach the BIUs found in a particular year would have an impact of approximately 16% in a given year of funding (the 7-year undiscounted moving-average gives an impact of approximately 14% each year). However, in the view of Council, the introduction of discounting impedes long-term flexibility and responsiveness of the formula to long-term changes in levels of activity. To take an extreme example, under a 50% discounting approach an institution could stop taking enrolment and receive 50% of its base funding. Council believes that, given sufficient time, and, if necessary, some bridge funding, an institution should be able to adjust to a lower level of funding which is reflective of the reduction in the level of activity undertaken by the institution. The 7-year moving-average chosen by Council provides sufficient time to make the appropriate adjustments in expenditures. Program adjustment funding may be available to provide bridge funding for institutions to adjust their resources to their new level of activity.

When an institution's **Moving-average BIUs** go above its corridor the institution's **Eligible Grants** are its **Base Grants**. It receives no automatic increase in BOI or formula grants. In effect the 100% funding discount found within the corridor extends above the corridor. This does not allow for long-term adjustment to changes in level of activity for institutions increasing their level of activity. This is deliberate. If funding were to become sensitive to enrolment above the corridor, the problems incurred in recent years with the dilution of the BIU value, as institutions are driven to grow in order to maintain their share of constrained funding, would continue. Council strongly believes that in a time of constrained funding an allocative mechanism which allows further erosion in the level of funding per BIU is counter to Council's major objective of enhanced funding stability.

Concern has been expressed to Council about the impact of the change in secondary school curriculum, Ontario Schools: Intermediate and Senior (OS:IS), on university enrolment levels in the late 1980's and early 1990's.

There continues to be a great deal of uncertainty as to future size or existence of a temporary double cohort of secondary school graduates (an OS:IS bulge) which will have to be accommodated by Ontario universities.

Council believes that, if any significant bulge in enrolment occurs, it should be dealt with separately with additional funding. Under this approach it would not be appropriate to include these enrolments in an institution's **Moving-average BIUs.** While such an enrolment increase would not bring about any additional incremental formula grant income through the proposed formula grants mechanism, it could provide an inappropriate degree of buffering after the bulge has worked its way through and enrolment declines. In the context of this formula proposal the inclusion of this enrolment in an institution's **Moving-average BIUs** would, in effect, provide a double-counting of this enrolment (special separate funding at the time these students were enrolled plus extraordinary formula grants buffering in the subsequent seven years). Thus, Council recommends that, if special funding for the OS:IS bulge is provided, each institution's **Moving-average BIUs** should be capped at its corridor ceiling for the years in question.

Several institutions have expressed concern that a significant decline in enrolment demand could have a destabilizing impact on institutional funding under the proposed mechanism. They project that, as a result of changing demographic patterns, enrolment will decline significantly during the early to mid 1990's. The corridor mechanism provides an incentive for institutions to maintain current levels of enrolment. However, under conditions of a reduction in total system demand, institutions which can maintain enrolment may be inclined to do so in order to stay within their corridor even if they feel it is more appropriate to reduce enrolment. This would cause an even more precipitous decline in demand for other institutions. It has been suggested that **Base BIUs** and the accompanying corridors be adjusted in line with total system enrolment decline to reduce the likelihood of aggressive competition for enrolment among institutions.

Council shares these concerns about the impact of a significant decline in enrolment demand on institutional behavior and funding stability. If system-wide demand were to fall significantly below the current level, then Council would recommend whatever adjustments are

necessary to institutional **Base BIU** totals and to corridors. Council believes that it would be premature to set up a detailed mechanism at this time when it is projected that these problems will not occur for several years.

(ii) Negotiated Changes to an Institution's Base

Council recommends that under certain circumstances an institution be able to negotiate with Council a change in its **Base BIUs**, corridor, **Base BOI** and **Base Grants**. This should be allowed under the following circumstances. **First**, if an institution's **Moving-average BIUs** are, or are planned to be, below its corridor it will be able to approach Council to negotiate a change in its Base factors and corridor to an appropriate level below its current corridor. Second, if it has approached Council **prior to** going above its corridor, an institution may negotiate a change in its Base factors and corridor to an appropriate level above its current corridor. In all cases, institutions will be required to submit a specific institutional plan. If Council considers that a change is appropriate, a new level of Base factors and corridor, based upon an agreed plan, would be recommended to the Minister for approval. Council would have responsibility to ensure that changes occur in a co-ordinated manner reflecting system-level needs.

Council recognizes that the relative level of activity found in the three years chosen as base years is not likely to reflect each institution's long-term level of activity or an equilibrium position. Therefore, it sees a need to be able to redefine an institution's **Base BIUs**, corridors, **Base BOI** and **Base Grants**. This should be done in a systematic and planned manner. It would, for example, be inappropriate to fund increasing levels of enrolment in one institution when capacity exists at another accessible institution. On the other hand, there may be a need to expand enrolment in certain programs at particular institutions, placing the institution's long-term enrolment level beyond its current corridor. It would be appropriate to adjust this institution's **Base BIUs**, corridor, **Base BOI** and **Base Grants** to reflect this change. Similarly, either by design or circumstances, an institution may find its **Moving-average BIUs** falling to a new level below its corridor. It would be appropriate for that institution to negotiate an adjustment to its Base factors to reflect this change and avail itself of

the funding stability inherent in a new corridor.

(d) Final Grant Calculation

As noted above, an institution's funding level is a function of whether its **Moving-average BIUs** are above or below its corridor floor. If the **Moving-average BIUs** are above the floor, the institution is funded according to its **Base BOI**; if an institution is below the floor, the institution is funded according to its **Moving-average BOI**. When all institutions' **Moving-average BIUs** are above their respective floor levels, then formula grants are allocated according to **Base BOI** and equal **Base Grants**. When, however, institutions are below their floor, all the formula grants are not allocated. Some grants are left over. Another step is needed to insure that all the formula grants available are allocated. This is accomplished by dividing the residual formula grants in proportion to each institution's **Eligible Grants**.

(i) Eligible Grants

The determination of **Eligible Grants** is an intermediate step in making the final formula grants allocation. Each institution's **Eligible Grants** determine its share of the total formula grants allocation. As noted above:

(a) if an institution's **Moving-average BIUs** are greater than or equal to 97% of its **Base BIUs**, its **Eligible Grants** are its **Base Grants**;

(b) if an institution's **Moving-verage BIUs** are less than 97% of its **Base BIUs**, its **Eligible Grants** are its **Moving-average Grants**.

(ii) Final Grants

The final formula grants entitlement for each institution is determined by dividing total formula grants available according to each institution's share of total **Eligible Grants**. Some institutions have suggested that instead of automatically distributing the residual grants, these funds should be allocated on a more discretionary basis through either the program adjustment fund or the enrolment/accessibility fund. It

has been suggested that institutions in a position to attract more enrolment might increase intake in order to drive other institutions below their corridor to free-up additional formula grants. Council does not share this concern. If such predatory behavior were to occur in the future, Council would recommend appropriate action.

D. Extra-Formula Grants

The Minister announced on November 3, 1986, that $60 million of the $1,442.5 million in base operating grants for 1987-88 will be provided to address a number of specific needs identified by Council and individual institutions:

- $50 million to enhance quality and accessibility and the capacity and capability of the universities to conduct research that will contribute significantly to Ontario's economic growth. This acknowledges the fact that universities appreciably expanded their instructional and research activities with inadequate incremental base funding.

- $3 million in special grants to northern institutions to address particular needs in providing university level studies. This is in addition to the $5 million Northern Ontario Distance Education Access Network and the steps which the government has taken to improve the capacity and capability of Lakehead and Laurentian Universities in the forestry and mining sectors.

  These grants will supplement the existing Northern Grants program, and the Northern Distance Allowance program.

- $7.0 million to assist in meeting the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating cooperative efforts or joint programs in order to facilitate desired program adjustments. These programs will be folded into basic funding as appropriate

over a reasonable period of time.[17]

Council applauds Government's initiative in providing additional on-going funding to the university system to meet some of the most pressing needs of these institutions. For 1987-88, Council recommends that four new extra-formula grant categories be set up to allocate these funds: enrolment/accessibility adjustments envelope; research overheads/infrastructure envelope; Northern mission grants; and program adjustments envelope. In addition to these new grant categories which are to be funded with "new" monies, Council is setting-up a temporary category of extra-formula grants from existing funding for institutional weight adjustments for Ryerson Polytechnical Institute and the Ontario College of Art.

A $50 million fund, noted above, was provided in recognition of expanded instructional and research activity. Several institutions alluded to these problems in their submissions to Council.

> Universities in Ontario are suffering from two conspicuously acute problems--high enrolment levels and intense research activity--both of which prejudice undergraduate instruction. But both reflect deliberate decisions made by universities acting to discharge their responsibilities in the public interest.
>
> In the late 1970's and the early 1980's, increases in freshman intake and undergraduate enrolment were taken at some universities in full knowledge that government policies would produce only modest increases in revenue. These responses were to both what was perceived as a need to increase the scale of operations and revenues, however disadvantageously, at those universities and to respond to a recognized social need for accessibility. The process, however, resulted in seriously reduced average revenue per student.
>
> Another group of universities were increasing their commitments to research in roughly the same years, similarly aware of prevailing public interest, even though there was no support for the costs of the

17. Letter from the Honourable G. Sorbara to Mrs. M. Paikin, November 3, 1986, p. 3.

infrastructure needed to support research. This increase in university research efforts also tended to prejudice undergraduate instruction.

In contemplating a recalibration of the formula or the provision of a new start, it is obvious that both problems have to be addressed.[18]

Council has given careful consideration to the division between these two needs. In assessing the appropriate split between the enrolment/accessibility adjustments envelope and the research overheads/-infrastructure funding envelope, Council has taken into account comments made by institutions along with various estimates of the scope of the problems to be addressed by each of these funds. There are several ways of assessing the size of each of these funding problems, each of which provides a different estimate of the funds required. In Council's view, the sizes of these funding problems and range of estimates for each problem are similar. At a system level, Council could not identify a significant difference in the magnitude of the funding problems associated with expanded instructional activity and expanded research activity. Rather, the difference occurred among institutions.

In evaluating these estimates, Council recognizes that the funding problems associated with enrolment growth and research overheads are similar in nature but not equivalent. For example, research overhead funding is needed to recognize that there has been a significant shortfall in funding for this purpose over and above the general operating grants shortfall. On the other hand,

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8. McMaster University, Submission on Revision of the Funding Formula, October 22, 1986, p. 1; Queens's University, Submission regarding Formula Revision, October 23, 1986, p. 1; University of Toronto, Submission to the Ontario Council of (sic) University Affairs in regard to "Allocation Mechanisms"--Second Stage of Consultation, October 22, 1986, p. 1; University of Waterloo, Submission to the Ontario Council of (sic) University Affairs in Regard to "Allocation Mechanisms"--Second Stage of Consultation, October 24, 1986, p. 1; The University of Western Ontario, Submission to the Ontario Council of (sic) University Affairs in Regard to "Allocation Mechanisms", October 22, 1986, p. 1.

Council views the special funding for enrolment primarily as correcting for a distributional problem associated with the current formula and its recognition of recent enrolment growth.

The funds for enrolment/accessibility and research overheads/infrastructure should not be used for addressing the general shortfall in formula grants funding.

With these considerations in mind, Council recommends that $25 million be allocated for enrolment/accessibility adjustments and $25 million be allocated for research overhead/infrastructure funding. This division reflects Council's conclusion that the magnitude of each of these funding problems is roughly equivalent.

1. Enrolment/Accessibility Adjustments Envelope

Council received several submissions which indicated that recent enrolment growth had not been sufficiently recognized in formula grants allocation. It was pointed out that the discounting of enrolment growth which has occurred for several years has affected institutions differentially, resulting in a much lower level of funding per BIU for several "younger" institutions.

Council has reviewed the concerns raised in these submissions and finds that there is a need for adjustment to recognize the problems associated with highly discounted enrolment growth. In determining the appropriate level of adjustment, Council identified two objectives it wished to achieve with this envelope. Its first objective is to supplement the current level of formula grant income for particular institutions to ensure that all institutions have an appropriate "starting-point" under the proposed formula grants mechanism. The second objective is to recognize the funding impact of discounting on all institutions whose instructional activity grew in recent years beyond the level recognized by the current formula.

Appropriate Starting-Point

Council believes that this envelope plays a critical role in establishing an appropriate level of base funding for each institution under the proposed operating grants formula. Under this new formula, base funding has a sustained and long-term impact on an

institution's future level of funding. Therefore, it is imperative that there be an appropriate starting-point for base funding.

As outlined above, base factors reflect recent levels of activity (**Base BIUs** and **Base Formula Fees**) and recent levels of funding (**Base BOI** and **Base Grants**). However, because of the discounting in the present formula, current levels of formula grants do not appropriately reflect current levels of activity. In determining what adjustments must be made to base funding, Council has had to define an appropriate starting-point mindful of several factors.

When Council introduced discounting into the formula in the 1970's, it did so in the context of a projected decline in enrolment demand beginning in the early 1980's. This did not materialize, and indeed demand has grown significantly since then. Discounting was introduced in a time of growth, in part anticipating that, in a few years' time, institutions would require their funding to be buffered from expected enrolment declines. It is now clear that the forecasted decline in enrolment did not materialize. At the same time, Government's policy of accessibility remained unchanged.

However, Council also recognizes the importance of two other factors. For much of the growth undertaken since the late 1970's, the direction towards increased discounting was clear. Institutions accepted increased enrolment with the knowledge that they would receive only partial funding recognition. In addition, Council believes that, for some of this enrolment growth, partial funding recognition is entirely appropriate because institutions incurred only marginal increases in cost.

Given these considerations, Council believes that, when assessing the appropriate starting point, a balance must be struck between recognizing the enrolment growth that has occurred and the context in which it has occurred.

In operational terms, full recognition of recent enrolment growth (exclusive of the shortfall in operating grants funding) would be to use adjustment funds to bring enrolment growth institutions' formula grants up to the point where their **Base BOI** per **Base BIU** equals the system average. However, given the context in which recent enrolment growth occurred and the notion of

marginal costs, full recognition would provide an inappropriate starting-point for base funding under the proposed operating grants formula. It is Council's judgment that an appropriate starting point is an allocation mechanism which produces values of **Base BOI** per **Base BIU**, within a narrower range, with no institution greater than about 6 or 7 percent below the system-average. Given the funds available to achieve this objective, greater recognition must be accorded institutions for which recent enrolment constitutes a larger share of their total enrolment.

General Enrolment Growth

Council recognizes that discounting has affected all institutions that grew in recent years and not just those whose **Base BOI** per **Base BIU** is low. All institutions, except Algoma, Hearst and Dominican, have experienced discounted enrolment growth in recent years beyond the level fully recognized by the current formula. By virtue of the discounting and averaging provisions in the current formula, these institutions' fully funded BIUs are less than their current BIU levels. This is a logical outcome of a discounted allocation formula in a time of expansion in activity. Institutions receive only marginal funding recognition for enrolment growth.

In Council's view, in and of itself, marginal funding for enrolment growth is highly appropriate. Given the strong indications of continued discounting provided in recent years, institutions should have expected to receive only incremental funding for additional enrolment.

However, Council believes that the constrained funding experienced for several years provided inadequate recognition of this increase in instructional activity. Therefore, as a second objective of this enrolment/accessibility adjustments envelope, Council provides some recognition for all institutions' marginal growth BIUs.

Distribution

Council's objectives for this fund are two-fold. The first objective, providing an appropriate starting point for **Base BIUs**, calls for a weighting of the funds

available towards those institutions whose recent enrolment growth constitutes a larger share of their total enrolment in order to reduce the gap in **Base BOI** funding per **Base BIU**. The second objective, recognizing inadequate incremental funding for all growth institutions, calls for proportional funding for all growth BIUs.

Council recommends that, in 1987-88, the $25 million in enrolment/accessibility adjustments be allocated in the following manner to recognize both of Council's objectives:

(i) $12.5 million to be allocated according to each institution's proportion of weighted Growth BIUs. Growth BIUs are defined as the gap between an institution's undiscounted and discounted BIUs and are calculated by subtracting each institution's 1986-87 Funding BIUs (i.e., discounted BIUs) from the average of its 1983-84, 1984-85 and 1985-86 BIUs (i.e., undiscounted BIUs). Each institution's Growth BIUs are weighted according to its proportion of undiscounted BIUs (the 3-year average indicated above).[19]

(ii) $12.5 million to be allocated according to each institution's proportion of the university system's unweighted Growth BIUs.

In Council's view, such an allocation provides an appropriate balance between its two objectives for this fund and meets the criterion of a minimum level of funding of 93% to 94% of the current level of system **Base BOI** per **Base BIU** for all institutions.

Council recommends that in 1988-89, these grants be included in each institution's **Base Grants** and **Base BOI**.

On-Going Envelope

Council believes there is merit in having in place an on-going mechanism to respond to accessibility problems in the future. Although it has not been able to develop

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[19] More specifically:

$$\text{Weighted Growth BIUs} = \text{Growth BIUs} \times \left(\frac{\text{Growth BIUs}}{\text{Base BIUs}}\right)$$

this mechanism sufficiently to make a proposal at this time, it is prepared to follow-up with further initiatives in 1987. If the up-coming OS:IS bulge is significant, it will be important to have such a mechanism in place. Council envisions the enrolment/accessibility adjustments envelope remaining in place for 1988-89 and beyond. However, this envelope will only allocate funds when the need arises as in the case of an OS:IS bulge. In other years this envelope will remain inactive.

2. Research Overheads/Infrastructure Funding Envelope

Several institutions expressed concern about the level of funding provided for the overhead costs of sponsored research through the current formula grants funding. It was pointed out that sponsored research activity and direct funding have been significantly expanded in recent years. During this time, the support of the indirect or overhead costs of this research through operating grants has not kept pace. This has had a particularly negative impact on the research infrastructure and other areas of university operations at institutions heavily involved in resource-intensive research. Council has reviewed the concerns raised in these submissions and concurs that there is a need to provide special funding to recognize these costs.

Subsequently, some suggested that the funds should support new research initiatives. Others suggested that special consideration should be given to "smaller" or "younger" institutions which are not currently engaged in resource-intensive research. In Council's view, Government's establishment of the Technology Fund and the revitalization of the University Research Incentive Fund are intended to address new socially and economically important research initiatives. However, Council believes that the intentions of the research overheads/infrastructure funding envelope should not be altered from what Council indicated in its funding advice and what the Minister indicated in his letter of November 3, 1986, in response. These funds should be used to address inadequacies of support for the indirect or overhead costs of existing research. Council concurs that there is a need to provide special funding to recognize these costs.

Therefore, $25 million has been allocated toward covering extraordinary shortfall in the funding of th

overhead costs of sponsored research. The $25 million made available provides only partial recognition of shortfall in the funding of research overheads. Council believes that, much like the situation outlined above concerning enrolment growth, institutions that took additional sponsored research did so in full knowledge of the inadequate funding of overhead costs associated with that research. It is clear that these institutions have made research a high priority in their institutions and have allocated resources accordingly.

Unlike the enrolment/accessibility adjustments funding, Council feels that research overhead/-infrastructure funding should be provided within a separate envelope on an on-going basis. Research infrastructure and overhead funding is currently funded through the formula grants envelope. The bulk of this funding will continue to be provided through this mechanism. The additional envelope must be considered to be a marginal funding source for research activity. As such, it should be responsive to changes in the level of sponsored research activity at each university and should reflect the relative levels of costs incurred at each institution.

Council proposes that this fund be allocated on the basis of peer-adjudicated research which does not have overhead funding attached to it. In taking this position, it reaffirms Council's position that, for contract research, institutions should be expected to negotiate overhead coverage before taking on the research. If institutions do not demand overhead coverage for contract research, they should not expect Government to cover the university's costs. Furthermore, it would be folly for Government to allocate these research funds on the basis of contract research, since it would undermine a university's position in trying to secure overhead funding for contracts if the contractor felt there would be Government recognition of these overhead costs. In fact, Government's policy on Government research contracts with universities is that the:

> ...terms of these contracts shall cover the full cost of the research, including appropriate allowances for indirect and overhead costs.[20]

Management Board Policy Statement, Purchase and Management of Professional Services, Research and Development Services, April 1, 1986, 50-9-1.

This principle should apply to all university research contracts.

For the first year of the new envelope, 1987-88, Council recommends that the $25 million be allocated according to each institution's proportion of peer-adjudicated sponsored research funding by the Federal Government's three granting agencies (SSHRC, NSERC and MRC) for the years 1983-84, 1984-85 and 1985-86. This is the same allocative approach recommended by both Council and the Council of Ontario Universities (COU) for the Research Leadership Fund. Council recognizes that there may be other sources of peer-adjudicated funding which should be included or that a better approach to identifying the unfunded overhead costs of peer-adjudicated research could be developed. Council is proposing, therefore, that after appropriate consultation, Council review this allocation in the upcoming year before recommending a permanent allocative mechanism for this envelope. At the present time Council sees this on-going allocation being adjusted triennially to reflect changes in the distribution of research overhead costs.

3. Mission-Related Institution-Specific Funding Envelop

Four extra-formula grant categories have been designated for dealing with institutionally-specific funding needs: institutional weights, Northern mission differentiation grants, and bilingualism grants. Some institutions have suggested that there should also be special funding recognition for small institutions. Council considered the arguments put forward for small institution funding, but feels that these concerns are appropriately dealt with through the stability mechanisms found in the new formula grants envelope and through mission-related funding envelopes such as Northern grants and differentiation grants.

(a) Institutional Weights

Council recommends an increase in the institutional weights and a phased-in increase in the formula fees for both Ryerson Polytechnical Institute and the Ontario College of Art (OCA).

(i) Ryerson Polytechnical Institute

Ryerson's programs are currently being funded on the basis of an institutional formula weight of 1.34 applicable to the base years (1973-74, 1974-75, 1975-76) and 1.36 applicable to the moving average years. These weights were assigned to Ryerson as a result of Council's recommendations in Advisory Memoranda 79-V and 81-VI.

On March 14, 1986, Ryerson submitted to Council a proposal to increase its institutional BIU weight and formula fee rate. In that submission, Ryerson proposed a change from the approach which had led to Council's previous recommendations, indicating that the premise that a distinction existed between the costs associated with degree and diploma programs was no longer valid. Ryerson stated:

> To the extent that our program costing methodology is able to pick up the significant differentiated cost factors of programs, the cost data available on Ryerson programs indicate that program costs are dependent largely upon underlying curricular needs and program structure, not upon whether a program is a diploma or degree. For example, theatre, exclusively a diploma program, is one of the higher cost programs together with Interior Design which is a four-year degree program.[21]

Council accepts Ryerson's argument regarding program costs associated with degree and diploma programs, but believes that program costs alone are not an appropriate basis for determining an institution's income since costs are also influenced by institutional choices.

Ryerson suggests that, for its funding to be equitably based, there should be a degree of comparability between the level of funding for Ryerson and the funding received by universities offering related undergraduate polytechnic programs. Ryerson's comparison of "university-equivalent" weights for its programs resulted in a formula weight proposal of 1.65. However, in keeping with Advisory Memorandum 79-V which indicated that Ryerson is funded essentially for instructional

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. Ryerson Polytechnical Institute, A Proposal to Adjust Ryerson's Formula Weight and Formula Fee, March 14, 1986, p.9.

activities and not for research, Ryerson applied a research discount of 10%, resulting in a requested weight of 1.49.

Council accepts Ryerson's argument of comparability to university polytechnic programs but, after careful analysis, concludes that the appropriate "university-equivalent" weight should be 1.58, to which a 10% research discount should be applied. Therefore, Council recommends that Ryerson's institutional weight be increased from the current level of 1.36 to 1.42.

On February 18, 1982, the Minister of Colleges and Universities indicated that:

> ...beginning in 1983/84 I will introduce special increases in formula fees for Ryerson and OCA with a view to making them more appropriate to the level of education and benefit derived by the students.[22]

This change in fee rate was halted by the introduction of the Inflation Restraint Program. The Minister, in a letter dated November 3, 1986, requested that:

> ...council advise as to whether the government should recommence a phased-in increase in formula fees at Ryerson Polytechnical Institute and the Ontario College of Art to bring these fees in line with those of the other institutions in this sector.[23]

Ryerson's submission recommends a formula fee adjustment to $1,020 (a "university-equivalent" formula fee of $1,130 discounted by the 10%). Council accepts the appropriateness of the increase proposed but not the rationale for the discount, believing instead that Ryerson's formula fees should be "in line with those of the other institutions in this sector". Therefore, Council recommends that the formula fee rate for Ryerson be increased from its current level to the "Group 5" level outlined in the Operating Formula Manual. This group includes arts and science and most other undergraduate program areas.

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22. Letter from the Honourable Dr. B. Stephenson to Dr. W.C. Winegard, February 18, 1982.

23. Letter from the Honourable G. Sorbara to Mrs. M. Paikin, November 3, 1986, p. 3.

Eventually, Ryerson's **Base BOI** will be increased by the percentage increase in its institutional weight (4.4%) with the entire increase being funded by increased formula fee revenue. However, Council believes that it is neither feasible nor desirable to introduce a fee increase of the magnitude indicated in one year. Consequently, it recommends phasing-in the fee rate increase as well as the increase in **Base BOI** and **Base Formula Fees** in the formula grants envelope over a three-year period, beginning in 1987-88. The formula fee increase should be phased in on the basis of 1/3 of the increase in the first year, 1/2 the remaining balance of the increase in the second year, and the remaining balance of the increase in the third year. In the first year of the phased-in fee increase, much of the impact on students will be offset by the changes in policy on compulsory ancillary fees announced earlier by the Minister.

Council believes that the funding impact of the change in weight should be felt in 1987-88. Therefore, for 1987-88, a separate Institutional Weights Adjustment envelope has been created to provide the residual funding required by the weight change. If the first year of the 3-year phase-in of the Ryerson formula fee rate increase takes place in 1987-88, Council's preliminary estimate of the grant amount required by Ryerson next year is approximately $1.7 million. If the fee rate increase is delayed, then approximately $3.0 million in grants will be required by Ryerson. It is anticipated that this extra-formula grant will be phased out in the second year of the phase-in of the formula fee rate increase.

(ii) Ontario College of Art

OCA's programs are currently being funded on the basis of an institutional formula weight of 1.3 on the base years 1974-75, 1975-76, and 1976-77. These weights were assigned to OCA as a result of Council's recommendations in Advisory Memorandum 75-VII.

On October 20, 1986, OCA requested that Council consider a proposal to increase its institutional BIU weight and formula fee rate. The submission has been reviewed and Council feels that some adjustment to the OCA weight and formula fee rate is warranted. OCA has requested that:

Council review two anomalies in relation to the Formula Grant Funding as it pertains to OCA. The two anomalies involved are:

1. The base years used in the calculation of the formula funding.

2. The BIU programme weight (and formula fees) used for OCA programmes.[24]

In light of the new allocative mechanism being recommended, the request for a change to OCA's base years is no longer relevant.

On the matter of program weights, after analysis of the submission, Council accepts OCA's recommendation of 1.5 as the appropriate weight for OCA programs in relation to comparable university programs. However, Council does not accept OCA's recommendation of a 7% research discount. Instead, this weight should be reduced by the same 10% research discount applied in Ryerson's case, which results in a recommendation that OCA's institutional weight be 1.35.

OCA's submission recommends a formula fee adjustment to $1,069 ($1,149 for 1986-87 less a research discount). Council accepts the appropriateness of the increase proposed but not the discount, believing instead that, like Ryerson, OCA's formula fees should be "in line with those of the other institutions in this sector". Therefore, Council recommends that the formula fee rate for OCA should be increased from its current level to the "Group 5" level outlined in the Operating Formula Manual. This group includes fine and applied arts programs.

Similar to the treatment given to Ryerson, as indicated above, OCA's Base BOI will eventually be increased by the percentage increase in its institutional weight (3.8%). Council feels that its formula fee rate increase should be phased in, in a similar manner to that proposed for Ryerson, over 3 years beginning in 1987-88. Consequently, in order to recognize fully the impact of the institutional weight change, approximately $0.24 million in grant must be

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24. Ontario College of Art, A Proposal to Adjust the Formula Funding as it applies to the Ontario College of Art, November 1986, p.21.

made available if the fee rate is increased as suggested. Approximately $0.38 million will be required by OCA if the fee rate increase is delayed. It is anticipated that this extra-formula grant will be phased out in the third year of the phase-in of the formula fee rate increase. The formula fee increase should be phased-in on the basis of 1/3 of the increase in the first year, 1/2 the remaining balance of the increase in the second year, and the balance of the increase in the third year.

(b) Northern Mission

Council believes that for 1987-88, the current Northern grants should be allocated in the usual fashion. At this time, Council reserves decision on the distribution of the new "$3 million in special grants to northern institutions to address particular needs in providing university level studies" until such time it has been able to give this matter appropriate consideration. However, Council undertakes to fulfill the commitment made in Advisory Memorandum 82-XIV and review the Northern grants allocation. This review should be undertaken in 1987 with the objective of identifying the special mission-related costs of Northern institutions.

(c) Other Extra-Formula Grants

Council has dealt with neither differentiation grants nor bilingualism grants in this formula revision. These categories of grants remain unchanged.

4. Program Adjustments Envelope

A key component of Council's new approach to operating grants allocation is the program adjustment grants envelope. Government has allocated $7 million for this fund for 1987-88. Council outlines in Advisory Memorandum 86-II the basic character of this envelope:

> Council foresees a need to fund a portion of the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative efforts or joint programs in order to facilitate desired program adjustments. The length

of commitment should vary from short-term for program closings to more long-term for program openings. Funding for program closures, capacity shifts and joint programs is, in effect, an incentive system to provide more focus for the university enterprise in Ontario. Funding for program start-up in areas of critical need identified by Government or Council is an incentive program for new initiatives. However, in each case a multi-year commitment must be made to phase-in the changes anticipated. Carry-over funding similar to that provided for capital grants should be instituted. Under this arrangement a commitment should be made to fund a particular program adjustment over a period of time and the flow of funds should be identified. Funding recommendations would be on a "new start" basis similar to Council's current approach to capital funding.

Council believes the best way to fund these program adjustments is through a challenge fund. Under such an arrangement, institutions will be able to make proposals for program adjustments and negotiate funding for them. Council and the Minister should also be able to use these funds to provide incentives for program consolidation and specialization as well as new program areas.[25]

To date, Council has not developed criteria and guidelines for this fund. Before doing so, it would like to receive input on the character, process and criteria of this fund from COU and individual institutions. Council's first inclination is that such criteria should be relatively flexible to accommodate the broadest spectrum of program adjustments and specialization possible. It would like this input by March, 1987.

The approach proposed by Council places some pressure on all parties involved to develop an efficient and timely process for dealing with program adjustment proposals. However, Council is also mindful of the need for adequate development of the program before allocating funds. Demonstration of the merit of such funding will be of greater importance than a quick

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25. Ontario Council on University Affairs, Advisory Memorandum 86-II - Government Support of the University System in 1987-88 and 1988-89, June 1986, pp. 22-23.

response in the flowing of funds. For the first year of the program, Council proposes that the allocation of these funds be made once the appropriate process has been worked out and institutions have had sufficient time to make submissions. Council should not attempt to recommend an allocation at the time it submits its allocative advice in January or February of next year. This recommendation should be made later in the year after appropriate consultation and development of the program has taken place.

In future years, the process should be well enough established to allow for a more timely allocation of funds.

Summary

Council's proposed revisions to the operating grants formula and extra-formula grants allocations provide Government with an appropriate system of mechanisms for achieving the objectives outlined earlier in this memorandum. In the short-term, the new formula provides funding stability by preventing extreme fluctuations in an institution's income. This is accomplished by removing the effects of enrolment change on funding within specified limits. The new approach also provides enhanced funding predictability since an institution will now need to project only the global funding increase and its own enrolment. Since each institution's formula grants are a function of its own Base factors, institutions will not need to project the enrolment of other institutions, as is now the case, in order to predict their basic income level. The new formula retains, and indeed enhances in the longer-term, accountability to the public by linking funds to a quantifiable factor (i.e., **Base BIUs** or **Moving-Average BIUs**). The introduction of new extra-formula grants envelopes provides for a more equitable allocation of operating grants among institutions. Council does acknowledge some measure of complexity during the initial years of the new allocative system with the application of the enrolment/accessibility adjustments and institutional weight changes. Council believes that, thereafter, the modified operating grants allocative system will be simple to use, understandable and practical to implement.

Finally, Council believes strongly that the proposed operating grants system provides a new opportunity for

Government, institutions, both individually and collectively, and Council to plan and implement the changes in academic programs and enrolment that are deemed necessary and desirable in order to ensure that the system as a whole maintains an optimum breadth of programs and quality of education given the funds available.

Accordingly, Council recommends to the Minister:

OCUA 86-23 **DISTRIBUTION MECHANISM WITH RESPECT TO FORMULA GRANTS, FORMULA FEES AND EXTRA-FORMULA GRANTS FOR IMPLEMENTATION FOR THE FUNDING YEAR 1987-88.**

THAT, in accordance with the considerations in this memorandum, appropriate modifications to the operating grants allocative formula, formula fees, and calculations of extra-formula grants be implemented for 1987-88.

Accountability

Each of the envelopes receiving "new" monies has been set up with a specific purpose in mind. Council believes that it is important for universities to demonstrate to Government that these funds have been put towards these purposes and will further Government's objectives. To assure Government that these new funds have been spent effectively, Council suggests that, for 1987-88, institutions be required to submit to the Minister an accounting of how funds provided for enrolment/accessibility adjustments, research overheads/infrastructure funding, special Northern projects funding, and program adjustments are expended.

Conclusion

Council has proposed a significant change to operating grants allocation. It views its proposal as an integrated package of funding initiatives. Some areas of this package have been developed in detail. This involved extensive consultations with the institutions, including numerous opportunities for written submissions

from individual institutions and a collective session with the Executive Heads at which they had the opportunity to respond to a draft proposal. Other areas require further consultation and development. Those areas identified for further work should be addressed in the up-coming months by Council, Government and the university system.

Marnie Paikin
Chairman

December 12, 1986

86-VIII GRADUATE PROGRAM FUNDING

ACCOUNTING (MACC), UNIVERSITY OF WATERLOO; CANADIAN HERITAGE AND DEVELOPMENT STUDIES (MA), TRENT UNIVERSITY; COMPUTER SCIENCE (PHD), UNIVERSITY OF WESTERN ONTARIO; LEGAL TRANSLATION (GRADUATE DIPLOMA), UNIVERSITY OF OTTAWA

Introduction

In this memorandum Council continues the practice of submitting annual advice on graduate program approvals as initiated in Advisory Memorandum 83-VIII.

Council offers advice on four new graduate programs. In addition, Council continues the practice of offering a recommended weight for each graduate level one program - it being understood that all graduate level two programs, as outlined in the Ministry's Operating Formula Manual, will be in Category 8, with a weight of 6, or 2 per term.

I. New Graduate Programs

Accounting (MAcc), University of Waterloo

Council has reviewed the advice of its Academic Advisory Committee regarding Waterloo's new master's program in Accounting (see Appendix A) and is satisfied that the program meets the first four funding criteria.

Council accepts that there are strong arguments for a graduate program in accountancy which will provide the opportunity for greater specialization by accounting students and will respond to an increasing demand within the accounting profession for graduates with specialized research skills.

Of note is the significant increase in demand for graduate-level accounting skills by accounting firms. Although there has been an increase in the number of master's level accounting programs in the United States, Council notes that a similar increase has not yet occurred in Canada and that the Master of Accounting program at Waterloo will be the first to be offered in Ontario.

Council believes the Master of Accounting program at the University of Waterloo may also encourage Canadian

accounting students to continue their studies at the doctoral level, thereby helping to ease the severe shortage of academic accountants which underlies the current dearth of graduate level accounting programs and the shortage of accountants with research capabilities or interests. Council notes that the shortage of accounting academics in Canada is projected to worsen.

The significant encouragement which this program received from the Canadian accounting profession, the University of Waterloo and the evidence of strong student interest indicates to Council that the funding of this program, even in a time of economic constraint, is both appropriate and timely.

Accordingly, Council recommends to the Minister:

OCUA 86-24 **FUNDING FOR THE MASTER'S PROGRAM IN ACCOUNTING AT THE UNIVERSITY OF WATERLOO FOR 1988-89.**

THAT, the MAcc program in Accounting at the University of Waterloo be deemed eligible for formula support beginning in 1988-89, and that eligible enrolment, from 1987-88 on, be included in the moving-average for the university - the program to be in Category 6 with a weight of 3, or 1 per term, as outlined in the Ministry's Operating Formula Manual.

Canadian Heritage and Development Studies (MA), Trent University

Council has reviewed the advice of its Academic Advisory Committee regarding Trent's new master's program in Canadian Heritage and Development Studies (see Appendix B) and is satisfied that the program meets the first four funding criteria.

Council accepts the evidence contained in letters provided by Trent which indicate a societal need for graduates with an academic background involving the multidisciplinary study of regional, native, environmental and heritage issues. Correspondants indicate that graduates with a multidisciplinary background dealing with the complex political,

environmental and social issues related to Canadian heritage and development would be attractive candidates for positions in the public sector which require research and analysis skills.

Council acknowledges that the multidisciplinary format of the program is unique and that it is consistent with the aims, objectives and existing strengths of Trent University and with the graduate role which Trent has adopted in consultation with Council. Council accepts the Academic Advisory Committee's position that it is extremely important that the multidisciplinary emphasis of the Canadian Heritage and Development Studies program be maintained, and that the program not evolve into three individual, inter-disciplinary programs, since this development would be contrary to Trent's objectives in the graduate program area.

In light of the above, Council recommends that this program should be funded even in a time of economic constraint.

Accordingly, Council recommends to the Minister:

OCUA 86-25 **FUNDING FOR THE MASTER'S PROGRAM IN CANADIAN HERITAGE AND DEVELOPMENT STUDIES AT TRENT UNIVERSITY FOR 1988-89.**

THAT, the multidisciplinary MA program in Canadian Heritage and Development Studies, at Trent University be deemed eligible for formula support beginning in 1988-89, and that eligible enrolment, from 1987-88 on, be included in the moving-average for the university - the program to be in Category 6, with a weight of 3, or 1 per term, as outlined in the Ministry's Operating Formula Manual.

Computer Science (PhD), University of Western Ontario

Council has reviewed the advice of its Academic Advisory Committee regarding Western's new doctoral program in Computer Science (see Appendix C) and is satisfied that the program meets the first four funding

criteria.

Council accepts that the increasing demand for doctoral computer science graduates projected by the Natural Sciences and Engineering Research Council of Canada, Snowbird Conference Reports and the Canadian Information Processing Society will not be met by the existing supply.

Although there are currently three comprehensive doctoral programs in computer science in Ontario, Council accepts the Academic Advisory Committee's judgement that the magnitude of the societal need for computer science PhD's is such that the creation of an additional program constitutes justifiable duplication of existing programs.

Council notes that the doctoral program at Western is complemented by well-established undergraduate and master's programs in computer science.

Given the demand for computer science doctoral graduates, Council recommends that this program be eligible for formula support, even in a time of economic constraint.

Accordingly, Council recommends to the Minister:

OCUA 86-26 **FUNDING FOR THE DOCTORAL PROGRAM IN COMPUTER SCIENCE FOR 1988-89**

THAT, the PhD program in Computer Science at the University of Western Ontario be deemed eligible for formula support beginning in 1988-89, and that eligible enrolment from 1987-88 on, be included in the moving-average for the university.

Legal Translation (Graduate Diploma), University of Ottawa

Council has considered the advice of its Academic Advisory Committee regarding Ottawa's new graduate diploma program in Legal Translation (see Appendix D) and is satisfied that the program meets the first four funding criteria.

Council notes that the purpose of this professionally-oriented program is to create graduates capable of translating a variety of legal texts from English into French. It is Council's understanding that there has been an enormous increase in the need for legal translation skills across Canada which has not been met by a similar increase in the number of legal translators. Council notes that the demand for legal translation skills is expected to increase on a longterm basis and that this program will be the first in Canada to combine the disciplines of law and translation in a professionally-oriented program for the purpose of providing students with legal translation skills.

Council considers significant the number and variety of organizations which support the establishment of this program, and which indicate an immediate need for program graduates. It is Council's understanding that student demand for the program is equally strong.

Council acknowledges that the diploma program at Ottawa is complemented by a well-established School of Translators and Interpretors, a Faculty of Law, an MA program in Translation and a Centre de traduction et de documentation located on campus.

As the University of Ottawa's Graduate Diploma program in Legal Translation is clearly unique and is meeting a need for legal translators which is Canada-wide, Council believes that the funding of this program, even in a time of economic constraint, is both appropriate and timely.

Accordingly, Council recommends to the Minister:

OCUA 86-27 **FUNDING FOR THE GRADUATE DIPLOMA IN LEGAL TRANSLATION AT THE UNIVERSITY OF OTTAWA FOR 1988-89**

THAT, the Graduate Diploma in Legal Translation at the University of Ottawa be deemed eligible for formula support beginning in 1988-89, and that eligible enrolment, from 1986-87 on, be included in the moving-average for the university - the program to be in Category 6, with a weight of 3, or 1 per term, as outlined in the Ministry's Operating Formula Manual.

II. Existing Graduate Programs

Council has reviewed the Ontario Council on Graduate Studies' annual report on Periodic Appraisal results and has no recommendations to make on existing graduate programs at this time. Council will continue to monitor the quality of, and the need for existing funded graduate programs, and will advise the Minister accordingly each year.

Marnie Paikin
Chairman

January 30, 1987

Appendix A

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE
Master of Accounting (MAcc), University of Waterloo
New Graduate Program Considered for Formula Funding

On December 10, 1985, the University of Waterloo requested that Council consider its new Master of Accounting (MAcc) program for funding approval. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program has passed a rigorous academic appraisal (February 22, 1985), and, at the time of appraisal, did not require any improvements.

2. Need

The Committee acknowledges four factors identified by the University of Waterloo submission as evidence of the societal need for a Master of Accounting program. These factors are: an increasing demand within the accounting profession for accountants with specialized skills; a lack of specialized accounting programs in Ontario and Canada; an increasing demand for accountants with research capabilities; and, a severe shortage of academic accountants.

An increasing demand for accountants with specialized skills has been attributed to the growing complexity of the economic, financial and political environments in which accountants must operate. Rapid changes in technology, the economy and government legislation make it increasingly difficult for a chartered accountant to continue to be knowledgeable in all areas of service or practice. A recent study conducted by the Canadian Institute of Chartered Accountants (CICA) indicates that many members of the accounting profession are presently engaged in specialized practice. However, there is a need for continued improvement in the skills and

competence of these members.[1]

The CICA report notes that:

> ...our profession has a responsibility to respond to change and the needs of the marketplace by organizing itself to offer a broad range of diversified services of a uniformly high quality.[2]

Meeting this responsibility seriously challenges the profession's ability to provide a growing range of high quality services.[3] The trend toward specialization is an attempt to fulfill this responsibility.

The trend toward specialization within the professional accounting firm is reflected in an increasing demand for accounting graduates with master's level training. Professional accounting firms are particularly interested in accounting graduates with specialized training in taxation, computer auditing, information systems, business valuation, insolvency, financial or managerial accounting. The Waterloo submission notes that chartered accounting firms worldwide are hiring an ever greater proportion of graduate level accounting students each year.[4]

The number of American master's level accounting programs has increased over 200%, from 32 to 102 programs, between 1970 and 1982.[5] Due to a shortage of Canadian graduate accounting programs, many Canadian firms have been hiring foreign graduates possessing master's level training or enrolling their employees in

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1. Canadian Institute of Chartered Accountants, The Report of the Committee to Study Specialization in the Canadian Accountancy Profession, December 1981, p.1 (Summary).

2. Ibid., p.9.

3. Ibid., p.9.

4. University of Waterloo, Request for Funding, Master of Accounting Program, November, 1985, p.2.

5. The Commission on Professional Accounting Education, Postbaccalaureate Education Required for the CPA Profession, American Institute of Certified Public Accountants, July 1983, pp. 33-34.

foreign graduate programs.[6] The Committee recognizes that there is little opportunity for Canadians to undertake in-depth graduate work in accounting within Canada. As indicated in the submission of the University of Waterloo:

> Most accounting education in Canadian universities is limited to a restricted number of undergraduate or MBA courses in financial and managerial accounting. In such programs little consideration is given to more advanced topics dealing with accounting theory, advanced applied problems, and accounting research or the problems that arise because of a rapidly changing computerized environment - all areas given emphasis by the University of Waterloo's Master of Accounting program.[7]

The Committee understands that individuals wishing to obtain a master's degree in accounting are restricted to two Canadian programs, offered at Laval University (French instruction) and the University of Saskatchewan, or programs in the United States.

The Committee accepts that the MAcc program at the University of Waterloo will contribute to the creation of a larger pool of Canadian accountants with specialized training, will reduce the need for Canadian firms to hire foreign graduates and will offer additional opportunities for Canadians seeking advanced accounting training.

There has also been a significant increase in the demand for accountants with research capabilities. This demand has resulted from an increase in the amount of accounting research occurring across the profession and a growing demand for Canadian-based research pertaining to the Canadian accounting profession. Information obtained from The Canadian Institute of Chartered Accountants indicates that their annual research expenditures have increased from $194,000 in 1970-71 to

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6. University of Waterloo, Request for Funding, Master of Accounting Program, November 13, 1985, p.2.

7. Ibid., p.1.

$1,800,000 in 1980-81.[8] The Committee notes that the creation of a graduate level accounting program with a research component at the University of Waterloo will increase the opportunity for Ontario residents to engage in in-depth, research-oriented study. In addition, the program will meet a demand from major accounting firms and professional accounting organizations[9] for research-oriented accountants, employable in corporate education and research programs.

The Committee is aware that problems resulting from the current shortage of accounting programs and research-oriented accounting graduates with post-baccalaureate level training are compounded by a severe shortage of academic accountants. In 1979, a major study funded by the Canadian Academic Accounting Association confirmed that there were only 12 accounting PhD students in all of Canada that year and estimated that a maximum of three Canadian accounting PhD graduates could be produced each year.[10]

In 1982, a report published by the Committee of Vice-Presidents Academic of the Council of Ontario Universities emphasized the problems resulting from the small number of academic accountants. Their report stated that:

> ...the present shortcomings in university accounting education and the professional training for students planning to enter the profession of accounting are the direct result of the current excessive demand on educational resources relative

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8. University of Waterloo, Response to OCUA Request for Additional Information, February 12, 1986, p. 2.

9. The Canadian Institute of Chartered Accountants, the Society of Management Accountants of Canada, the Certified General Accountants Association of Canada, the Institute of Internal Auditors, and the Canadian Comprehensive Auditing Foundation are examples of professional accounting organizations that conduct accounting research and education programs.

10. Thomas H. Beechy, University Accounting Programs in Canada; Inventory and Analysis, The Canadian Academic Accounting Association, November 1980, pp. 153-54.

> to their availability... The underlying problem is the current grave shortage of academic accountants.[11]

A study conducted in 1986, for the Canadian Academic Accounting Association indicates that a shortage of accounting academics in Canada continues to exist and is predicted to worsen over the next five years.[12]

The Committee acknowledges the severe shortage of academic accountants in Canada and believes that the MAcc program at Waterloo would help direct students toward academic careers and increase the academic qualifications of individuals available for appointment as full-time accounting faculty. The University of Waterloo has indicated that, of the initial class of 11 students, two have gone on to do PhD work in accounting at American institutions and two others are teaching at the University of Waterloo on a part-time basis.

The Committee acknowledges an increasingly strong student demand for this program by qualified students. From a total of 20 applicants in 1985, 11 were enrolled and all graduated in 1986. From a pool of 40 applicants in 1986, 24 students were enrolled. Based on their experience to date, Waterloo expects demand for the program to continue meeting, or exceeding, original enrolment projections. The university predicts that the program may attract up to 50 students by 1991.

On the basis of evidence illustrating the need for specialized accounting training and research-oriented accountants, the lack of specialized accounting programs in Ontario and Canada, the shortage of academic accountants generally, and strong student demand for the program, the Committee believes that this program meets Council's criteria for societal need and student demand.

. The Study Group on Accounting, Committee of Vice-Presidents Academic, Council of Ontario Universities, A Report on Accounting Education in Ontario Universities, December 1982, p. 20.

. W.R. Scott, Report of Demand and Supply Survey of Canadian Ph.D.s in Accounting, The Canadian Academic Accounting Association, January 1986, pp. 16-17.

3. Uniqueness

The Master of Accounting program at Waterloo is the only graduate accounting program in Ontario and the only master of accounting program in Canada to give special attention to the application of computers to accounting. Only two other master's programs in accounting are available in Canada - at the University of Saskatchewan and Laval University.

The Committee is satisfied that this program meets Council's uniqueness criterion.

4. Aims, Objectives and Existing Strengths

The MAcc program at the University of Waterloo is complemented by a large undergraduate accounting program. Graduate courses in Computer Science, Management Sciences and the Faculty of Arts offer MAcc students an opportunity to broaden the scope of their accounting training through the selection of a wide variety of electives in related areas of study.

The Committee notes that the Waterloo MAcc program was developed with significant encouragement from all sectors of the accounting profession in Canada. An advisory council on accounting, created by the University of Waterloo and composed primarily of senior executives of accounting organizations and firms, government and industry, offered advice on the program's development. The Master of Accounting program will also benefit from the existence of a chair in accounting and finance, recently established at the university, which was funded through donations made to the entire accounting program totalling approximately one million dollars.

The Master of Accounting program is included in the University of Waterloo's five-year plan and is consistent with the aims, objectives and existing strengths of the University.

5. Funding

The Committee, therefore, recommends to Council that:

the Master of Accounting program at the University of Waterloo be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
June 17, 1986

Appendix B

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE
Master of Arts in Canadian Heritage and Development Studies (MA), Trent University
New Graduate Program Considered for Formula Funding

On August 15, 1985, Trent University requested that Council consider its new Master of Arts in Canadian Heritage and Development Studies (MA) for funding approval. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program has passed a rigorous academic appraisal (May 17, 1985) and, at the time of appraisal, did not require any improvements.

2. Need

In examining the need for this program, the Committee has relied on documentation from Trent University, including letters written in support of the program. The Canadian Heritage and Development Studies program is a multidisciplinary program designed "to provide graduates with public sector or consulting skills."[1] Trent notes that multidisciplinary skills are also of growing importance to the private sector in the areas of native and environmental research.

Program emphasis will be on the development and presentation of a thesis under the direction of a faculty supervisor and a three-person thesis committee, one of whom is drawn from outside the academic community. In addition, students are required to take two graduate courses. The Frost Centre Colloquium is a multidisciplinary seminar in which all students are

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1. Trent University, Response to Request for Additional Information, July 14, 1986, p. 1.

enrolled; the other course is in one of the program "clusters" (native studies, regionalism, or environmental/heritage studies). Trent indicates that aspects of northern studies can be a part of each of the three clusters.[2] While the Frost Centre Colloquium is concerned with the discussion of philosophical and multidisciplinary questions in a broad context, the cluster courses focus more narrowly on the interdisciplinary study of issues related to a particular area.

Trent asserts that there is a societal need for graduates familiar with multidisciplinary analytical techniques applicable to Canadian development issues. As indicated by Mr. Thomas R. Berger:

> ...it is vital to take such an approach [interdisciplinary] to important questions relating to the Northern Environment, Northern land use, Northern resource development, Native rights and so on. Of course it is true that there are sound academic programmes grounded in each discipline, but there is an absolutely essential place for institutions such as the Frost Centre which try to release the needed information from the water-tight compartments often erected by arbitrary disciplinary classifications.[3]

This position is supported by a submission from a representative of Parks Canada:

> There is no question in my mind that the new graduate program in Heritage and Development Studies at the Frost Centre will go a long way in filling a gap that has long existed in interdisciplinary studies. As our present and future world starves for information and analysis, this program offers special skills in dealing with wide ranging environmental, cultural and economic problems. It is a new way of seeing, one that is becoming more important at many levels of

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. Trent University, Response to Request for Additional Information, November 10, 1986, pp. 3 and 4.

. Letter written in support of the Canadian Heritage and Development Studies Program by Mr. Thomas R. Berger, June 18, 1986.

research.[4]

Letters of support provided by Trent indicate that the demand for graduates with multidisciplinary backgrounds in Canadian Studies will increase over time as additional northern development gives rise to more complex political, environmental and social issues requiring government policy decisions. They also suggest that graduates with a multi-disciplinary background in Canadian heritage and development will be able to find useful employment in the public sector. For example, the Director of Northern Affairs, Intergovernmental Affairs Directorate of Environment Canada indicates:

> ...the creation of a new academic centre with an interest in northern studies is very timely. The North's economic (as a supplier of resources), strategic (e.g. North Warning System) and political (e.g., sovereignty, political evolution) importance is growing, making the North an increasingly obvious subject of study. More importantly, the North is in the midst of rapid political change and faces as a result a host of difficult policy questions...
>
> An academic program focussing on these linkages [between academic disciplines] would graduate students who were better-equipped to work as policy analysts, either for government or large corporations. These students, I believe, would be far more attractive candidates for jobs than "technicians" who had mastered only one discipline. As one who has interviewed graduate students for employment in the federal civil service, I can attest that those who impress are versatile and have a varied academic background.[5]

There appears to be a student demand for the program. Trent accepted six students into the program for the 1986 fall term, including one student from China. Based

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4. Letter from Mr. Larry Turner, Parks Canada, to Mr. Robert Page, Frost Centre, Trent University, June 29, 1986.

5. Letter from Mr. Francois Bregha, Director, Northern Affairs, Intergovernmental Affairs Directorate, Environment Canada to Dr. Robert Page, Director, Frost Centre, Trent University, November 18, 1985.

on the number of serious applications received prior to the advertisement of the program (24), Trent fully expects to reach its steady state enrolment projection of 20 students by 1990.

On the basis of evidence illustrating the need for graduates with a multidisciplinary background in native studies, regionalism, and environmental and heritage studies, combined with evidence of student demand for the program, the Committee accepts that this program meets Council's criteria for societal need and student demand.

3. Uniqueness

The Committee acknowledges that there are no programs in Ontario or Canada with a multidisciplinary structure and total course content similar to the Canadian Heritage and Development Studies program at Trent.

The Committee notes similarities between the focus of the Canadian Heritage and Development Studies program and courses available in the Master of Environmental Studies program offered at York University, and in the Master of Arts in Canadian Studies program available at Carleton University, however, there was no evidence of program duplication. Most interdisciplinary programs currently available offer interdisciplinary core courses complemented by a discipline-based selection of courses for concentration. Trent has developed a multidisciplinary program of study, wherein all courses are either interdisciplinary or multidisciplinary theme courses, which does not offer a discipline-based "shopping list" of courses.

The Committee believes that the case for uniqueness lies not in the range of courses available, but in the multidisciplinary nature of the colloquium course, the interdisciplinary nature of each of the cluster courses, and the range of topics covered within each of these courses. The Committee understands that the multidisciplinary emphasis of the program will be fostered by the participation of the program coordinator, and of at least three faculty members from different disciplinary areas in each session of the colloquium.[6] The Committee

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6. Trent University, Response to Request for Additional Information, November 10, 1986, p. 1.

also notes that the Program Director is involved in all three cluster courses to ensure that interrelationships among the clusters are maintained.[7]

Based on the foregoing information, the Committee is satisfied that this program meets Council's uniqueness criterion.

4. Aims, Objectives and Existing Strengths

Trent University is currently the only university in the province engaged almost entirely in undergraduate Arts and Science instruction. The university was founded on the concept of intensive interpersonal interaction and interdisciplinary approaches to learning, with the objective of providing a broad and scholarly educational background in the Arts and Sciences.

While Trent became identified with interdisciplinary approaches to undergraduate teaching, its graduate programming originally developed along more traditional, disciplinary lines. In response to Council's efforts to focus Trent's role more specifically on undergraduate Arts and Science instruction, Trent suspended a number of its established, single-discipline graduate programs. As a reflection of its interdisciplinary strengths at the undergraduate level, Trent was encouraged to create multi-disciplinary "umbrella" graduate programs in areas where it had special strengths and the ability to make a distinctive contribution to post-secondary education in Ontario. The pruning and consolidation of Trent's graduate offerings and the development of multi-disciplinary programs is a condition of the continuation of Trent's differentiation grant.[8]

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7. Ibid., p. 1.

8. In 1981-82, Council introduced a new category of extra-formula funding, known as differentiation grants, available to institutions which accepted a clearly differentiated role, demonstrated an intention to pursue their strengths efficiently and effectively and required special funding to do so. In recognition of the understanding which developed between Trent and Council concerning the rationalization of Trent's graduate offerings, Trent has received a differentiation grant since 1981-82.

Canadian Heritage and Development Studies is the first such multidisciplinary program to be formally submitted for funding approval since the differentiation grant was established, and is contained in Trent's five-year graduate plan. The multidisciplinary focus of this program is supported by the Frost Centre for Canadian Heritage and Development Studies. This Centre acts as an umbrella under which multidisciplinary faculty research can be given impetus and support.

Trent has defined strengths in areas related to each of the three clusters of the Canadian Heritage and Development Studies program. Related interdisciplinary programs at the undergraduate level include Canadian Studies, Native Studies, Environmental and Resource Studies, Administration and Policy Studies, Comparative Development, Cultural Studies and Computer Studies. Trent is known for its pioneering interdisciplinary-based teaching and research. The proposed program is an extension of existing undergraduate strengths at Trent.

Evidence of Trent's strength in the area of Canadian Studies is further revealed by publication activities there. Trent faculty founded or played a central role in the creation of three of the leading journals in the Canadian Studies field; The Journal of Canadian Studies, The Canadian Journal of Native Studies and Alternatives (a Canadian academic environmental quarterly).[9]

A 1983 study of environmental research activity in Canada commends Trent's achievements in interdisciplinary research:

> Many small universities have specialized in a particular environmental research area in which they co-ordinate the teaching and research activities of many departments. The result ...is a quality of work which is much higher than is produced by some of the larger and more diverse universities. A good example is the research and teaching work of Trent University in Peterborough ...the Trent Library also has probably one of the best environmental government document sections in

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9. Trent University, Response to Request for Additional Information, March 17, 1986, p. 12.

the country...[10]

In addition to current faculty research strengths, Trent has established a Visiting Chair of Northern Studies which will assist in the attraction of outstanding scholars to the university. Leading academics meet annually at Trent for the Frost Centre Colloquium. The Research arm of the Frost Centre was recently awarded $25,000 by the Social Sciences and Humanities Research Council (SSHRC) to host a conference leading to a publication on interdisciplinary research in Canadian Studies.[11]

The Canadian Heritage and Development Studies program appears to be consistent with the aims, objectives and existing strengths of the University and with the defined role which Trent has agreed to with Council. The Committee notes that this program is consistent with Trent's defined role in the graduate area if it continues as a unified, multidisciplinary program as described under the "Uniqueness" criterion.

The Committee suggests that Council assure itself on a continuing basis, within the context of the differentiation grant process, that the multidisciplinary emphasis of the program is maintained in order that it does not become merely a vehicle for the existence of individual interdisciplinary programs. Such a development would be contrary to Council's objectives for Trent in the graduate program area.

5. Funding

The Committee, therefore, recommends to Council that:

the Master of Arts in Canadian Heritage and Development Studies at Trent University be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
November 20, 1986

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10. Bruce Rigby, Environmental Research Activity in Canada, presented at the Environmental Impact Assessment Conference, May 3-4, 1983, Toronto, p. 10.

11. Trent University, Response to Request for Additional Information, March 18, 1986, p. 3.

Appendix C

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE
Doctor of Philosophy in Computer Science (PhD)
University of Western Ontario
New Graduate Program Considered for Formula Funding

On August 5, 1986, the University of Western Ontario requested that Council consider its new Doctor of Philosophy program in Computer Science (PhD) for funding approval. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program has passed a rigorous academic appraisal (February 21, 1986) and, at the time of appraisal, did not require any improvements.

2. Need

In assessing the need for a doctoral program in Computer Science at the University of Western Ontario, the Committee has relied on information provided by Western, the Canadian Information Processing Society (CIPS) and information contained in the Committee's recent report on the Queen's University Computing and Information Science PhD program.

In December, 1985, the Academic Advisory Committee recommended funding of a doctoral program in computer science at Queen's. At that time, the Committee was provided with overwhelming evidence, from Queen's and the Canadian Information Processing Society, which documented the need for doctoral graduates in this field.

The University of Western Ontario argues that an enormous need for computer science PhD's persists in industry and academia and that the approval of its program will enable the Ontario university system to respond to this need in a more timely and effective

manner without contributing to an overproduction of doctoral graduates in this field. In support of its proposal, the University of Western Ontario cites the well-documented shortage of PhD Computer Science graduates in Canada and the United States noted by publications of the "Snowbird" Conferences. The Snowbird Report, a document issued biennially as a result of conferences of the Chairmen of Canadian and American PhD-granting Computer Science Departments held in Snowbird, Utah, reviews the need for doctoral graduates in Computer Science in North America.

The Report suggests that the significant shortage of Computer Science PhD's in academia and industry is a direct result of the small number of graduate students enrolling in PhD programs. The 1984 Snowbird Report indicated that at that time the shortage of academic computer scientists in North America was severe:

> ...there were over 200 vacancies last academic year in the 56 departments reporting out of 91 PhD granting departments in North America. At the same time, only approximately 250 PhD's were granted in North America, a figure that has remained relatively unchanged for the past several years. Many of these 250 accepted positions in industry; a significant percentage was foreign students who returned to their native countries. The issue is clear. There were far fewer PhD's granted than were needed to fill the positions reported, disregarding the remaining 35 PhD - granting departments and the hundreds of other academic positions seeking PhD - level faculty to teach computer science courses in departments offering MSc, BSc and other degrees.[1]

The Committee acknowledges evidence indicating a continuing shortage of doctoral computer science graduates in Canada. Information provided by the University of Western Ontario indicates that the annual output of Canadian doctoral graduates from 1980 through 1983 fell from 25 to 20 graduates per year, while macroindicator data indicated a similar trend in Ontario, where there were 17 graduates in 1980-81

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1. The 1984 Snowbird Report - Future Issues in Computer Science, Communication of the ACM, May 1985, p. 491.

compared to 15 in 1983-84 and only 12 in 1984-85.[2]

In a document prepared by the Natural Sciences and Engineering Research Council of Canada, "Research Talent in the Natural Sciences and Engineering, Supply and Demand Projections to 1990", the Committee noted that conservative growth projections for the Canadian economy indicate a significant shortage of approximately 30 doctoral graduates per year in the Physical Sciences and Mathematics to 1990. If greater increases in economic growth and research and development occur, the shortfall is expected to increase to between 200 and 300 doctoral graduates.[3] The Report warns that:

> any attempt to increase Research and Development expenditure as a percentage of GNP (GERD/GNP) will be severely limited by a shortage of skilled manpower. Furthermore, to achieve any reasonable levels of national Research and Development literacy during the 1990's, the process of building for that growth must begin now.[4]

The shortage in Canada is compounded by the recruiting efforts of American corporations and universities which are able to attract Canadian doctoral graduates through higher industrial and academic salaries.[5]

Western considers significant foreign graduate student losses to be a factor contributing to the

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2. The University of Western Ontario, Application for Approval of Funding of a Doctoral Programme in Computer Science at the University of Western Ontario, p. 3.

3. Natural Sciences and Engineering Research Council of Canada, Completing the Bridge to the 1990's, June, 1985, p. 129, cited in Academic Advisory Committee Report to the Ontario Council on University Affairs, Computing and Information Science (PhD), Queen's University, New Graduate Program Considered for Formula Funding, pp. 3-4.

4. Ibid., pp. 3-4.

5. University of Western Ontario, Application for Approval of Funding of a Doctoral Program in Computer Science at the University of Western Ontario, p. 2.

shortage of PhD's in Ontario and Canada.[6] It is also the case that there is a relatively large number of visa students in computing programs:

> Macroindicator data for June 1985 indicate that in the two programmes at Toronto and Waterloo over the last five years, the international student component is 25% and 57% respectively for an average of 36.5% and accordingly, one may not expect all of the graduates of these programs to remain in Canada.[7]

The Committee believes that the combination of high Canadian demand for academic computer scientists, industrial consumption of graduates in Canada and the United States, potential foreign student loss and the ability of American universities to attract Canadian academics through higher salaries, indicates that the demand for Computer Science doctoral graduates in Ontario and Canada will not be met for some time.

The Committee notes the recent approval (1985) of a doctoral program in Computer Science at Queen's University which has a projected steady state enrolment of 15 students per year by 1987-88. The Committee does not consider the addition of another doctoral program in this field to be unwarranted given the current demand for graduates. In support of this position, the Committee considers information which it received from the Canadian Information Processing Society, relating to the Queen's program, to be of continuing relevance. With regard to the need for PhD graduates in Computer Science, CIPS indicated in 1985 that:

> ...if there is an error, it is in understating the size of the problem. In our visits to Canadian Universities, we have encountered a consistent requirement for PhD's to fill academic positions, and the expressed concern about the lack of suitable candidates...it is our belief that the industry is going to grow more rapidly than the Universities can increase their capacity to produce PhD. graduates in Computer Science. The current shortage is likely to become worse in the longer term - not better. For these reasons, CIPS

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6. Ibid., p. 3.

7. Ibid., p. 3.

supports an increase in good PhD. programs in Canada.[8]

By letter of January 12, 1987, CIPS provided information to AAC confirming the ongoing shortage of supply of PhD Computer Science graduates and the continuing need for doctoral level programs in Ontario.[9]

The Committee believes that the proposed program at Western, with a projected steady-state enrolment of 10 to 12 students, should help meet the demand for computer science graduates without contributing to an over-production of doctoral candidates.

During the first year of the program, Western intends to admit 5 to 6 students. Without the aid of advertising, 45 letters requesting application forms for the program were received from outside the University. From within the University, five students currently enrolled in the master's program at Western have applied for admission to the PhD program. The Master of Computer Science program at Western produces between five and fifteen graduates annually.

There are three doctoral programs in computer science in Ontario, at the University of Toronto, University of Waterloo, and Queen's University. Enrolment in the Toronto program is at capacity with 71 full-time students and 5 part-time students. Approximately 15 new enrolments are accepted each year. An average of 8 doctoral graduates is produced annually. The University of Toronto has no plans to increase doctoral enrolment at this time.[10]

The doctoral program at the University of Waterloo admits approximately 10 new students per year and plans to continue to increase total enrolment by approximately

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3. Letter from Mr. Gary Hadford, Past President, CIPS National CMC, CDP, CCP to Mrs. Marnie Paikin, November 27, 1985.

). Letter to the Ontario Council on University Affairs from Mr. Gaylen A. Duncan, Vice-President, CIPS, January 12, 1987.

. Telephone Conversation with Professor J.N.P. Hume, Graduate Co-ordinator, Department of Computer Science, University of Toronto, September 15, 1986.

10 students per year to 1994. Current enrolment levels are at 68 full-time and 2 part-time students. Waterloo produces between 6 and 7 doctoral graduates each year.[11]

The doctoral program in computer science at Queen's has been in existence since only 1985. There are seven students enrolled in 1986-87, and this number will increase to 15 in 1987-88. Queen's University may continue to increase its total capacity given the increasing student demand for doctoral level study in the computer science field.[12]

The Committee believes that the amount of evidence indicating the size and long-term nature of the demand for doctoral graduates in computer science justifies the creation of an additional doctoral program in the province despite the potential increases in capacity of existing programs at the University of Waterloo and Queen's University.

On the basis of evidence illustrating the significant need for additional PhD Computer Science graduates in industry and academia, in Canada and the United States, and which demonstrates an increasing student demand for PhD Computer Science programs, the Committee is satisfied that this program meets Council's criteria for societal need and student demand.

3. Uniqueness

The doctoral programs in Computer Science which exist at Toronto, Waterloo and Queen's are comprehensive in their coverage of the discipline. The content of the program proposed by Western generally overlaps what is offered in existing programs at these institutions. However, innovative research and teaching is proceeding at Western in the area of Digital Imaging involving three-dimensional graphics and computer applications to medicine. While acknowledging that there will be duplication, the Committee considers this justifiable,

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11. Telephone Conversation with Professor D. Wood, Graduate Officer, Department of Computer Science, University of Waterloo, September 16, 1986.

12. Telephone Conversation with Professor S.G. Akl, Graduate Officer, Department of Computer Science, Queen's University, September 16, 1986.

noting the considerable evidence which suggests that the demand for PhD graduates is substantial, that projections indicate rapid growth in the field of computing science and technology, and that the need for doctoral graduates in this field will persist far into the future.

4. Aims, Objectives and Existing Strengths

The Department of Computer Science at Western currently offers an undergraduate and a master's program, which have been in existence for over 20 years. Recent increases in the number of faculty have contributed to a departmental strengthening.

The department has close links with the Faculty of Engineering Science, which offers a variety of doctoral programs. Well established doctoral programs are offered in the related departments of Applied Mathematics, Mathematics, Statistics, Astronomy, Chemistry, Geology, Geophysics and Physics. The Department of Computer Science plays a leading role in the Centre for Cognitive Studies which is made up of philosophers, psychologists and computer scientists.

The Doctoral program in Computer Science is included in Western's five-year graduate plan and is entirely consistent with the aims, objectives and existing strengths of the University.

5. Funding

The Committee therefore, recommends to Council that:

the doctoral program in Computer Science at the University of Western Ontario be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
November 20, 1986

Appendix D

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE
Graduate Diploma in Legal Translation,
University of Ottawa
New Graduate Program Considered for Formula Funding

On April 25, 1986, the University of Ottawa requested that Council consider its new Graduate Diploma in Legal Translation for funding approval. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program has passed a rigorous academic appraisal (March 21, 1986) and, at the time of appraisal, did not require any improvements.

2. Need

The University of Ottawa's proposed Diploma program in Legal Translation is a professionally-oriented program, the objective of which is to train graduates capable of translating different types of legal texts, most dealing with the Common Law system, from English into French. The University intends to accept only students whose dominant language is French and who have previously obtained an undergraduate degree in either law or translation. French will be the language of instruction for all courses. An eight week practicum component at the end of the program provides students with the opportunity for hands-on experience in the legal translation field prior to graduation.

Evidence provided by the University of Ottawa indicates that almost every region of the country has developed a need for legal translators. The Committee notes that in response to the tremendous growth in the demand for legal translation skills throughout Canada, four legal translation units have been established within the federal government, and one each within the

governments of New Brunswick, Manitoba and Ontario.[1] Special legal translation centres have been established at the University of Moncton and the University of Ottawa.

In its submission, the University of Ottawa notes three factors which indicate that there is a societal need for the program:

1. There is a continuous demand for legal translators from the Centre de traduction et de terminologie juridiques de l'Universite de Moncton, the Centre de traduction et de docu-mentation juridiques de l'Universite d'Ottawa, and in other legal translation units.

2. The current shortage is such that the federal government is often asked to "loan" its legal translators to help set up new legal translation units. This was the case in the development of the legal translation unit in Manitoba and the Centre de traduction et de documentation juridiques de l'Universite d'Ottawa.

3. Demand for legal translation skills has resulted in much legal translation being done on a freelance basis by the same legal translators who are full-time employees of existing translation units.[2]

Letters of support submitted by the University of Ottawa for the proposed Diploma program in Legal Translation revealed concern over the severe shortage of competent legal translators and the belief that the implementation of this program would remedy the

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. On November 18, 1986 the Government of Ontario passed Bill 8, which guarantees that Government agencies will offer services in French in areas where francophones number at least 5,000 or constitute 10% of the population in a given area. This legislation requires that all existing laws be translated into French by 1991, and thus creates an even greater demand for legal translation skills in Ontario.

. University of Ottawa, Response to Request for Additional Information, July 21, 1986, p. 5.

situation. The Executive Committee of the National Project for the Administration of Justice in Both Official Languages, representing a wide range of groups which utilize legal translation skills, strongly recommended that the University of Ottawa establish a program of higher education in legal translation.[3]

The Academic Advisory Committee was also provided with letters of support for the program from the French services co-ordinator of the Ministry of the Attorney General in Ontario, the Associate Undersecretary of State for Official Languages and Translation, the President of the Association des juristes d'expression francais de l'Ontario, the Director of the Centre de traduction et de documentation juridiques, and the Senior Legislative Counsel, Department of Justice.

All letters point to the immediate need for legal translation skills and indicate an increased demand for legal translators over the long-term. Many letter-writers pledged to incorporate graduates into their organizations to ensure the success of the program. Letters indicate that the need for translators possessing both legal and linguistic backgrounds, who can translate legal and legislative texts, and who can prepare materials for those who wish to practice law or plead in French, will be ameliorated by this program. Without this program the present scarcity of legal translators is expected to worsen.[4]

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3. Letter from Rejean Patry, Coordinator, National Project for the Administration of Justice in Both Official Languages, to the Honourable Bette Stevenson, February 6, 1984, p. 2.
   Membership of the National Project for the Administration of Justice in Both Official Languages includes the Secretary of State, the Federal Department of Justice, the Offices of the Attorney General of Ontario, Manitoba and New Brunswick, the law associations of these provinces, Moncton, Ottawa and McGill universities, the Association des juristes d'expression franco-manitobains, the Canadian Bar Association and the Canadian Law Information Council.

4. Letter from Mr. Gerard Bertrand, Senior Legislative Counsel, Department of Justice, Canada, to Mrs. Roda Roberts, Director, School of Translators and Interpretors, University of Ottawa, April 7, 1986.

The Committee understands that there is no formal training currently available in the field of legal translation. Legal translators are presently drawn from the existing pool of law or translation graduates. Both groups currently acquire their legal translation skills on the job. The University of Ottawa indicates that the effectiveness of on-the-job training is presently limited by the small number of senior legal translators and their ability to teach their skills to others.

From the evidence provided, the Committee is convinced that a societal need for a professionally-oriented program which trains graduates in the field of legal translation is both urgent and longterm.

The University of Ottawa expects student demand for their Graduate Diploma program in Legal Translation to be high. In the first year of the program the University plans to admit a total of 20 students (10 with an undergraduate background in law and an equal number with a background in translation). By 1990-91, Ottawa projects a steady-state enrolment of 40 students, with law and translation graduates equally represented. The program expects to draw on francophone graduates of the University of Ottawa School of Translators and Interpreters undergraduate program, graduates of the nine other Honours Translation programs in Canada and francophone law graduates. The program will also draw on currently employed legal translators wishing to upgrade their knowledge and skills.

Student interest in the program is evidenced by the numerous inquiries received about the program by the University of Ottawa (5 to 10 calls per week since 1983-84).[5]

On the basis of this evidence the Committee is satisfied that there exists both a societal need and student demand for the program.

3. Uniqueness

The Graduate Diploma program in Legal Translation proposed by the University of Ottawa is unique in Ontario and Canada. This program will be the first to

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5. University of Ottawa, Request for Funding, Graduate Diploma in Legal Translation, April 25, 1986, p. 2.

combine the disciplines of law and translation in a professionally-oriented program for the purpose of training students in the skills of legal translation.

The Committee is satisfied that this program meets Council's uniqueness criterion.

4. Aims, Objectives and Existing Strengths

The proposed program is consistent with the University of Ottawa's commitment to further bilingualism and biculturalism and to preserve and develop French culture in Ontario. Complementary strengths at the University of Ottawa include a School of Translators and Interpreters, the Faculty of Law with Common and Civil Law components, le Centre de traduction et de documentation located on campus, an MA program in Translation, and an MA and a PhD program in Linguistics.

The program is included in the University's five-year graduate plan and is consistent with the aims, objectives and existing strengths of the University.

5. Funding

The Committee, therefore, recommends to Council that:

the Graduate Diploma in Legal Translation at the University of Ottawa be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
November 20, 1986

86-IX UNDERGRADUATE QUASI-PROFESSIONAL AND PROFESSIONAL PROGRAM FUNDING

I. **Undergraduate Quasi-Professional Programs**
Administrative and Information Studies Stream, Administrative and Commercial Studies Program (BA), University of Western Ontario;
Gerontology and Another Subject (BA and Honours BA), McMaster University;
Hispanic Studies (Combined Honours BA [Major and Minor] and General Honours BA [Major]), York University (Glendon College);
Labour Studies (Honours BA), McMaster University;
Music Performance (Honours BMus), McMaster University;
Portuguese Studies (BA Minor), York University (Glendon College).

II. **Undergraduate Professional Programs**
Civil Engineering and Computer Systems (BEng), McMaster University;
Materials Engineering (BEng), McMaster University.

I. Undergraduate Quasi-Professional Programs

Administrative and Information Studies Stream, Administrative and Commercial Studies Program (BA), University of Western Ontario

On February 12, 1986, the University of Western Ontario requested that Council consider for funding approval a new undergraduate quasi-professional concentration in Administrative and Information Studies (AIS) within the Administrative and Commercial Studies program. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU). Institutional responses indicated that there were no objections to the proposal.

1. Proposed Curriculum

The concentration in Administrative and Information Studies is the result of a transformation of the BA program in Administrative Office Management Studies,

offered by the Department of Secretarial and Administrative Studies, which will be phased out by 1991.[1]

The new program emphasizes the administration, control, management and distribution of information and the utilization of the financial, human and physical resources of an organization. Other courses are drawn from existing programs in economics, computer science, psychology and sociology.

2. Academic Quality

Council notes that the Administrative and Information Studies stream was approved by the Senate of the University of Western Ontario on April 10, 1986.

3. Financial Viability

Council accepts the University of Western Ontario's statement that the Administrative and Information Studies stream has the support of the University and is financially viable.[2]

4. Projected Enrolment

The University of Western Ontario projects a steady-state enrolment of 40 students per year by 1988 for a total enrolment of 120 students.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other institutions is planned.

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1. The University of Western Ontario, Request for Funding Administrative and Information Studies, February 12, 1986, p. 1.

2. The University of Western Ontario, Response to OCUA Request for Additional Information, August 6, 1986, p. 1.

6. Societal Need and Student Demand

The University of Western Ontario indicates that there is a very strong student demand for courses in the field of Administrative and Information Studies and that demand for the Administrative and Commercial Studies program currently exceeds capacity.[3] The University expects no difficulty in achieving its enrolment objective of 40 students in each year of the Administrative and Information Studies stream.

Council notes that committees established by the University to design this new stream had considerable and ongoing interaction with a variety of organizations and, as a result, were confident that graduates would possess the skills necessary to meet the needs of potential employers.[4]

Results of a mail survey of over one hundred companies and of interviews conducted with a wide range of private and public sector corporations, confirmed to the University that graduates of the Administrative and Information Studies stream would be "a good source of potential employees" for organizations seeking to fill entry-level administrative positions in the areas of marketing, finance, personnel or general administration.[5]

Council is satisfied that there is both a student demand and a societal need for this program.

7. Uniqueness

Council is satisfied that the Administrative and Information Studies stream of the Administrative and Commercial Studies program is sufficiently different in emphasis from other similar programs currently offered.

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3. Ibid., p. 1.

4. The University of Western Ontario, Response to OCUA Request for Additional Information, November 10, 1986, pp. 2-3.

5. Ibid., p. 3

8. Local and Regional Support for the Program

Council is satisfied that there is both local and regional support for the proposed new stream.

9. Institutional Appropriateness

Council recognizes that the Administrative and Information Studies stream is the result of a transformation of existing offerings, involving the phasing out of an existing BA program in Administrative Office Management Studies, a reduction in the size of the Department of Secretarial and Administrative Studies and a strengthening of the existing program in Administrative and Commercial Studies. This would appear to be an appropriate restructuring of program offerings, building upon existing program strengths.

10. Funding in a Time of Constraint

Since the creation of the Administrative and Information Studies stream results from a transformation of many existing courses, is meeting student and societal needs and is financially viable, Council recommends this program for formula support, even in a time of economic constraint.

Accordingly, Council recommends to the Minister:

OCUA 86-28 **FUNDING FOR THE ADMINISTATIVE AND INFORMATION STUDIES STREAM AT THE UNIVERSITY OF WESTERN ONTARIO FOR 1988-89**

THAT, the Administrative and Information Studies stream of the BA program in Administrative and Commercial Studies at the University of Western Ontario be deemed eligible for formula support beginning in 1988-89 and that eligible enrolment, from 1987-88 on, be included in the moving average for the university - the program to be in Category 1, with a weight of 1.0, as outlined in the Ministry's Operating Formula Manual.

Gerontology and Another Subject (BA and Honours BA), McMaster University

On February 4, 1986, McMaster University requested that Council consider for funding approval two new undergraduate quasi-professional programs in Gerontology and Another Subject. In accordance with established procedures, Council circulated the proposals to the Council of Ontario Universities. Institutional responses indicated that there was general support throughout the system for the establishment of these gerontology programs, however some concerns were raised about the limited amount of theory and practical experience in the programs.[6]

1. Proposed Curriculum

Both the BA and Honours BA programs are administered by the Faculty of Social Sciences through the Office of Gerontological Studies. These programs are multi-disciplinary, drawing principally on the resources of the Faculties of Social Sciences and Health Sciences, with additional assistance from the Faculty of Science and Humanities. Students are admitted to the programs, which combine Gerontology with another subject, in second year. However, they must meet the requirements for a BA or Honours BA program in the other subject selected.

Gerontology courses cover the biological, international, psychological and multidisciplinary aspects of gerontology and aging. A one-term practicum, involving three hours of field experience per week, is a required component of the programs.

2. Academic Quality

Council notes that the programs received Senate approval on February 12, 1986.

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6. Letter from Dr. Edward J. Monahan, Executive Director, Council of Ontario Universities, to Mrs. Marnie Paikin, November 10, 1986.

3. Financial Viability

McMaster indicates that resource implications were considered and endorsed by the joint Board/Senate Committee on Academic Planning. Financial demands are expected to be modest since existing resources will be utilized and program enrolments are expected to result from a redistribution of existing students.

4. Projected Enrolment

McMaster does not anticipate a significant increase in full-time students as a result of these programs. Since full-time enrolment in the Faculty of Social Sciences is limited, these programs are expected to effect a redistribution of the existing number of students. For the BA program, McMaster anticipates an initial year-2 enrolment of 25, a steady-state enrolment of 50 students in each of year 2 and 3, and a 15 student steady-state enrolment in the Honours stream, for a total of 115 students in the programs.[7]

The only change in enrolment for the Faculty of Social Sciences is expected to occur in part-time student numbers. The programs are expected to attract up to an additional 100 part-time students, many of whom have already obtained BA degrees and are currently working with the aged.

5. Co-operation With Other Post-Secondary Institutions

No co-operation with other institutions is planned.

6. Student Demand and Societal Need

As indicated by enrolment projections, McMaster anticipates a strong student demand for these programs from both full-time and part-time students. Council notes that over 800 students are currently enrolled in gerontology-related courses offered at McMaster.

McMaster indicates that there will be an increasing societal need for graduates who can effectively respond

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7. McMaster University, Response to OCUA Request for Additional Information, June 10, 1986, p. 3.

to the demands of Canada's aging population. Based on discussions with potential employers and on studies conducted in the United States, McMaster expects graduates to find employment in a variety of positions such as retirement counsellors and educators, research assistants, program planners and co-ordinators, consultants on aging-related programs, staff members of gerontological and geriatric scientific and educational organizations, and nursing-home administrators.[8]

Council is satisfied that there is both a societal need and a student demand for these programs.

7. Uniqueness

Council acknowledges that at this time the programs proposed by McMaster are unique, since they are the first Gerontology BA programs to be offered in Ontario. However COU comments reveal that the University of Western Ontario and York University anticipate the development of programs in this area. Council also notes that the University of Guelph has proposed a BSc program in Gerontology.

8. Local and Regional Support for the Program

Education and research activities at McMaster are co-ordinated by the Office of Gerontological Studies. McMaster notes that this Office is structurally linked with the R. Samuel McLaughlin Centre for Gerontological Health Research. The Office and the Centre collaborate in the printing of a regular newsletter, and in sponsoring conferences, workshops and lectures.Representatives of local agencies serving the health and social needs of the elderly have served on various ad hoc planning committees and will serve on the Advisory Council of the Office of Gerontological Studies. Additional links between the University and health and social service professionals have been developed through the McMaster hospital network. These contacts will enable students to do course practica in local agencies under the supervision of faculty and agency representatives.

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8. Ibid., p. 2.

Council is satisfied that there is local and regional support for the program.

9. Institutional Appropriateness

Given the projected increase in the number of elderly people in society, that these gerontology programs are complemented by strong undergraduate programs in the social sciences, health sciences and humanities, and that the R. Samuel McLaughlin Centre for Gerontological Health Research is funded to investigate the health implications of an aging population,[9] Council believes that these programs are an appropriate development at McMaster University.

10. Funding in a Time of Constraint

Since there is both student demand and societal need for these programs, they will meet a regional need for the upgrading of skills, and will not involve significant additional resources, Council believes that these programs should be recommended for funding, even in a time of economic constraint.

Accordingly, Council recommends to the Minister:

OCUA 86-29

FUNDING FOR THE BACHELOR OF ARTS AND HONOURS BACHELOR OF ARTS PROGRAMS IN GERONTOLOGY AND ANOTHER SUBJECT AT McMASTER UNIVERSITY FOR 1988-89

THAT, the BA and Honours BA programs in Gerontology and Another Subject at McMaster University be deemed eligible for formula support beginning in 1988-89 and that eligible enrolment, from 1987-88 on, be included in the moving average for the university - the bachelor's program to be in Category 1 with a weight of 1.0, and the upper years of the honours program to be in Category 2 with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

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9. McMaster University, Request for Funding, BA and BA Honours in Gerontology and Another Subject, Feb. 4, 1986. p. 1.

Hispanic Studies (Combined Honours BA [Major and Minor] and General Honours BA [Major]), York University (Glendon College)

On October 2, 1985, York University requested that Council consider for funding approval two new undergraduate quasi-professional programs in Hispanic Studies. In accordance with established procedures, Council circulated the proposals to the Council of Ontario Universities. The institutional responses indicated that there were no objections to the proposal.

1. Proposed Curriculum

The new programs are based on Glendon's existing minor option in Hispanic Studies. The proposed Combined Honours program would require students to take six courses for the Major in Hispanic Studies or four courses for the Minor, combined with an Honours program in another subject. The General Honours program would require students to take six courses in Hispanic Studies.

From a selection of six full courses, fifteen half courses, Selected Topic and Individual Studies courses, Glendon will offer the equivalent of at least six to eight full courses in each academic year.[10] Courses will emphasize language and linguistics, Spanish literature and culture, and Spanish-American civilization, culture and society.

2. Academic Quality

The proposed programs received Senate approval on June 26, 1986.

3. Financial Viability

Council accepts York's statement that the programs can be mounted without requiring additional appointments

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0. York University, Request for Funding, Hispanic Studies, October 2, 1985, p. 2.

or new resources of any kind.[11]

4. Projected Enrolment

York indicates that since the establishment of the minor option in Hispanic Studies in 1971, enrolment has been stable at roughly 10% of the total enrolment at Glendon College. A similar pattern of enrolment in Hispanic Studies is projected for the next five years.[12] Council notes that there has been an average of 156 students enrolled in Hispanic Studies at Glendon over the past five years with the lowest enrolment of 138 students occurring in 1981-82 and the highest enrolment of 173 students occurring in 1985-86.[13]

5. Co-operation with other Post-Secondary Institutions

In the past, the Hispanic Studies group has been involved in an exchange of resources and staff with the Universities of Ottawa, Waterloo, McMaster, and Wilfrid Laurier.[14]

Some faculty members from the University of Toronto's Department of Spanish and Portuguese are cross-appointed at Glendon College. Council notes that Glendon's frequent use of University of Toronto graduate students, as part-time teaching assistants, promotes additional interaction between these two institutions.[15]

Council believes that York's submission indicates a significant amount of interaction between the Hispanic Studies section at Glendon and a variety of Hispanic associations and institutions in Ontario and abroad.

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11. York University, Response to OCUA Request for Additional Information, February 20, 1986, p. 3.

12. Ibid., p. 1.

13. Ibid., p. 3.

14. Ibid., p. 1.

15. Ibid., p. 1.

6. Societal Need and Student Demand

York University indicates that students currently enrolled in the minor option in Spanish offered at Glendon College have requested that major options in Spanish be made available to them.

York argues that:

> ...students of a bilingual arts college have a strong need to learn at least a third major language...The need of students in such programmes as Translation, International Studies, Political Sciences and Linguistics, to take courses in Hispanic Studies is quite important, considering that Spanish is one of the four major languages in the world.[16]

However York also indicates that:

> Most of the students who would take advantage of the new degree options already take the required number of courses.[17]

Council believes that the students of Glendon College who wish to study a third language currently have the opportunity to do so and that adding an honours degree will not increase the service functions currently available at Glendon College. Further, Council notes that the students' existing opportunity to study Spanish would not be enhanced by the creation of the proposed honours programs since the college does not intend to add new courses to the existing curriculum.[18]

Therefore, in view of these factors, Council believes that existing opportunities to study Spanish will not be enhanced by the proposed new programs although a demand for degree recognition appears to exist.

In its submissions to Council, York notes that there are approximately 100,000 hispanophones living in Ontario, 75,000 to 80,000 of whom live in the Toronto

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6. Ibid., p. 2.

7. Ibid., p. 3.

8. York University, Request for Funding, Hispanic Studies, October 2, 1985, pp. 3-4.

region. York indicates that a Hispanic Studies program:

> ...serves the unique needs of students interested in learning a third language in a bilingual setting, students interested in Spanish and Latin American Studies, students whose mother tongue is Spanish and members of the Toronto Hispanophone community.[19]

Fourteen of the fifteen universities in Ontario currently offer an honours program in Spanish language and literature. The exception, Laurentian, offers a three-year general degree.

However, Council's review of enrolment capacity in the system revealed significant excess capacity within existing Hispanic Studies programs. Council found that there were 15 programs offering Honours or Specialist programs in Spanish, including York University, the University of Toronto, and its Erindale and Scarborough campuses.

Of particular concern to Council is that excess capacity exists at the York University main campus program, the University of Toronto main campus, Erindale campus and Scarborough campus, and the University of Ottawa, a bilingual institution. Brock, Carleton, Guelph, McMaster, Queen's, Trent, Waterloo, Wilfrid Laurier and Windsor universities, also indicated they had excess capacity in their programs.

In its survey of existing Spanish programs, Council found that all Spanish courses offered in existing programs are taught completely in Spanish, with only the most limited use of English or French required at the introductory level for the purpose of grammatical clarifications. Council also found that, since only Spanish is spoken during class instruction, the francophone students at other institutions have performed as well as the anglophones. If French translation were required at the introductory course level, departments indicated that this could be provided by most faculty members. At the University of Toronto, Council notes that students are permitted to answer translation examination questions in French or English.

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19. York University, Response to OCUA Request for Additional Information, February 20, 1986, p. 2.

The York University proposal for the creation of additional programs in Hispanic Studies raises Council's long-standing concerns regarding the rationalization and consolidation of undergraduate programming, and the prevention of unwarranted program duplication. In System Rationalization: A Responsibility and an Opportunity, Council cites the Report of the Committee on Long-Range Planning of the Council of Ontario Universities which notes:

> ...the tendency to uniformity exists here as elsewhere, so that (for example) one finds about 270 courses in Spanish language and Literature listed in the calendars, and almost another 100 in Spanish American, while in contrast, with the exception of about a dozen courses in Finnish at Lakehead and Laurentian, there appears not to be a single course in the language, literature, and culture of Scandinavia...One must ask whether the cause of diversity or of public need is best served in such circumstances.[20]

Since it appears that the student demand for Hispanic Studies courses is already being met by existing course offerings at Glendon College, and since there is overwhelming evidence of excess capacity in the university system as a whole, and in view of Council's long-term concerns regarding program duplication and the desire to effect the most economical distribution of resources in a time of economic constraint, it is Council's conviction that this proposed program does not meet Council's criterion of societal need.

Accordingly, Council recommends to the Minister:

OCUA 86-30 **FUNDING FOR THE COMBINED HONOURS BA [MAJOR AND MINOR] AND GENERAL HONOURS BA [MAJOR] IN HISPANIC STUDIES PROGRAMS AT YORK UNIVERSITY, (GLENDON COLLEGE) FOR 1988-89**

THAT, the Combined Honours BA [Major and Minor] and General Honours BA [Major] programs in Hispanic Studies

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20. Ontario Council on University Affairs, Seventh Annual Report, 1980-81, p. 59.

at York University (Glendon College) be deemed ineligible for formula support.

Labour Studies (Honours BA), McMaster University

On February 11, 1986, McMaster University requested that Council consider for funding approval its new undergraduate quasi-professional honours program in Labour Studies. McMaster University has offered a three-year bachelor's program in Labour Studies since 1981. Therefore, Council's consideration of this program is of a cursory nature.

The addition of an honours Labour Studies component to the existing program received approval from McMaster's Senate on February 12, 1986. This program will provide students in the three-year BA program with the opportunity to pursue their interest in labour studies in greater depth and will enable them to compete more effectively for employment and graduate study opportunities in the industrial relations field.

In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities for comment. Institutional respondents had no objection to the establishment of this program. At this time the McMaster program is unique in Canada. Council notes that York University is planning to mount a similar program in the near future.

McMaster projects a strong student demand for the honours program. A departmental survey revealed that 32 of 35 third-year students were interested in an honours Labour Studies program. The University expects a steady-state enrolment of 15 to 20 students per year in the four-year program.[21]

As the resource implications of the proposal are minimal, and the program is unique, Council believes that it should be recommended for funding even in a time of economic constraint.

Accordingly, Council recommends to the Minister:

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21. McMaster University. Request for Funding, BA Honours Labour Studies, February 11, 1986, pp. 1 and 2.

OCUA 86-31

FUNDING FOR THE HONOURS BACHELOR OF ARTS PROGRAM IN LABOUR STUDIES AT McMASTER UNIVERSITY FOR 1988-89

THAT, the Honours BA program in Labour Studies at McMaster University be deemed eligible for formula support beginning in 1988-89 and that eligible enrolment, from 1987-88 on, be included in the mov-ing average for the university - the program to be in Category 2, and the upper years' enrolment to carry a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

Music Performance (Honours BMus), McMaster University

On February 4, 1986, McMaster University requested that Council consider for funding approval its new undergraduate honours program in Music Performance. In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities for comment. Although there were no objections to the program, some concerns were registered with regard to the limited total number of students in the system possessing the required performance skills from which another comprehensive instrumental performance program could be composed.[22]

This program was also circulated to the Academic Advisory Committee of Council for comment on the criteria of Societal Need and Student Demand, Uniqueness and Institutional Appropriateness (See Appendix A).

1. Proposed Curriculum

The Honours Bachelor of Music in Music Performance program proposed by McMaster focuses on ensemble playing and chamber music performance. Courses involve practical study on the students' major instrument, the study and performance of chamber music and pedagogical studies.

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2. Letter from Dr. Edward J. Monahan, Executive Director, Council of Ontario Universities, to Mrs. Marnie Paikin, November 10, 1986, p. 2.

2. Academic Quality

Council notes that this program received Senate approval on February 12, 1986.

3. Financial Viability

Council is satisfied that the program is financially viable based on an income and expenditure review by the McMaster Board/Senate Committee on Academic Planning, which endorsed the program's financial viability.[23]

4. Projected Enrolment

McMaster projects a steady-state enrolment of 10 students in year-4 by 1989-90 and a total increase in department size of 40 to 45 students by 1992.[24]

5. Co-operating with other Post-Secondary Institutions

No co-operation with other universities is planned.

6. Societal Need And Student Demand

In its submission, McMaster University indicates that there are a number of students who wish to enrol in Music Performance at McMaster for economic and geographic reasons.[25] However, upon reviewing the current enrolment and capacity levels at other Ontario institutions, Council found that the demand for music performance programs has been stable over the past five years and that there is significant excess capacity in existing programs.

Council's survey of the nine institutions offering undergraduate music performance programs, or music programs with an applied music emphasis, revealed a

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23. McMaster University, Request for Funding, Music Performance (BMus), February 4, 1986, p. 1.

24. McMaster University, Response to OCUA Request for Additional Information, July 7, 1986, p. 1.

25. Ibid., p. 2.

significant amount of excess capacity within the system. Council found that excess capacity exists at Brock, Guelph, Ottawa, Queen's Toronto, Western, Wilfrid Laurier and Windsor universities. Council notes that the York University program is currently at capacity.

After reviewing the relevant factors, Council accepts the advice of its Academic Advisory Committee, which concluded that the demand for music performance programs was relatively stable and that student demand did not appear to warrant the existence of an additional program within the system.

Council also concurs with the Academic Advisory Committee regarding societal need. The Committee noted significant excess capacity in music performance programs at institutions located near to the Hamilton region, indicating that the regional demand identified by McMaster can be met by existing programs.

It is Council's view, therefore, that this program does not meet the criteria for societal need and student demand.

Accordingly, Council recommends to the Minister:

OCUA 86-32 **FUNDING FOR THE HONOURS BACHELOR OF MUSIC PROGRAM IN MUSIC PERFORMANCE AT McMASTER UNIVERSITY FOR 1988-89**

THAT, the Honours Bachelor of Music program in Music Performance at McMaster University be deemed ineligible for formula support.

Portuguese Studies (BA Minor), York University (Glendon College)

On June 5, 1986 York University requested that Council consider for funding approval a new undergraduate quasi-professional minor program in Portuguese Studies at Glendon College. In accordance with established procedures, Council circulated the program to the Council of Ontario Universities. Institutional responses indicated that there were no objections to the proposal.

1. Proposed Curriculum

Students must complete the equivalent of four full courses in order to obtain the minor degree in Portuguese Studies. Course content places emphasis upon language practice, composition skills, modern Portuguese literature and translation, and Luso-Brazilian culture and literature. The Portuguese minor can be combined with any other discipline offered at Glendon College.

2. Academic Quality

Council notes that the minor program in Portuguese Studies received approval from the Senate of York University on October 23, 1986.

3. Financial Viability

Council is aware that since 1984, York University has given the proposed program its support in principle, but, York has stated that full external support for this initiative must be obtained before it can be launched, because it cannot be funded from existing resources within the University.[26]

To mount the program, faculty members must be hired and catalogues and books must be purchased. Offers of external support have been received from a variety of organizations within the local Portuguese community. None of these organizations is willing to make a formal financial commitment to the program prior to the receipt of government funding approval.

By letter of January 22, 1987, the President of York University states:

> Should...[funding] approval be forthcoming...it would be my intention to immediately take steps to conclude the preferred arrangements for financial support and to thereby meet the conditions of financial viability required both by the Senate of York University and by Council...

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26. York University, Request for Funding, Minor in Portuguese Studies, June 5, 1986, p. 29, and Appendix VIII.

> Finally, we will be taking steps within our own budget to ensure that appropriate resources are available to support the program on a long-term basis.[27]

On the basis of this assurance from the President of York University, that the program will not be mounted unless external funding is attained for its establishment, and that it will be supported on a long-term basis by the University, Council is satisfied that the program meets the criterion of financial viability.

4. Projected Enrolment

York's enrolment projections suggest that 180 students will avail themselves of the opportunity to enrol in courses offered within the Portuguese minor program. Thirty-five students are projected to graduate each year with a minor in Portuguese.[28]

5. Co-operation with other Post-Secondary Institutions

There does not appear to be any plan for co-operation with other post-secondary institutions in Ontario. However, York University has plans for a significant amount of interaction and co-operation with Portuguese organizations. In particular, the Institute de Cultura e Lingua Portuguese has offered to contribute books and language tapes, the Universities of Porto and the Azores have offered to engage in an exchange of students and academic staff and the Calouste Gulbenkian Foundation has offered to contribute books, and to engage in scholarly exchanges with the York faculty.[29]

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7. Letter from Dr. Harry W. Arthurs, President, York University, to Mrs. Marnie Paikin, January 22, 1987, pp. 1-2.

8. York University, Request for Funding, Minor in Portuguese Studies, June 5, 1986, p. 22.

9. Ibid., pp. 42-46.

6. Societal Need And Student Demand

Council notes that close to 300 members of the Portuguese community gathered in March of 1984 to express their desire to have a Portuguese Studies program offered at York University. On the same occasion, the Ambassador of Portugal, on behalf of the Portuguese Government, offered the University a library collection.[30] Council has received letters in support of the proposed program from the York University Portuguese Association, representing some of the 600 Portuguese-Canadians attending classes at York University, Le Bureau des Communications Afro-Glendon, the Toronto Portuguese Parents Association and many others. Letters of support indicate that there is a demand for this program from both current and former students of York University and from the Portuguese community.

Council acknowledges that approximately 300,000 people of Portuguese descent live in Ontario. Further, there are 18,520 students studying the Portuguese language at elementary and secondary schools in the Toronto area.[31]

In their submission to Council, York suggests that the availability of this program's graduates may help Canada expand investments and economic relations with Portuguese speaking countries in Asia, Africa and Brazil. York also indicates that the large Portuguese communities in Toronto and Montreal require professionals fluent in Portuguese as well as in Canada's two official languages. There is also a need for students of Romance languages to develop a facility in Portuguese for graduate study research work.[32]

Council is satisfied that there is both a societal need and a student demand for this program.

7. Uniqueness

York has argued that the minor program in Portuguese studies is unique because it is offered in a bilingual

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30. Ibid., p. 2.

31. Ibid., p. 22.

32. Ibid., p. 1.

setting at Glendon College. Council does not believe that the bilingual environment in which the program is offered makes the program different from the existing program at the University of Toronto since both programs are conducted entirely in Portuguese.

However, since there is only one other Portuguese Studies program in the province, at the University of Toronto, and since the language courses in that program are at capacity, Council believes that this is a case of justifiable program duplication, given the sizable student demand for a Portuguese Studies program at York University.

8. Local and Regional Support for the Program

Council acknowledges the overwhelming local and regional support for this program as evidenced by voluminous correspondence from the Portuguese community, representatives of Portuguese organizations, and students and staff of York University.

9. Institutional Appropriateness

Council notes that York University does not currently offer a program in Portuguese Studies, and that the addition of such a program will broaden the existing offerings within Glendon College's Romance Language programs, School of Translation, and Languages and Linguistics programs. Since Glendon College has a fully-equipped language laboratory and the proposed minor in Portuguese Studies is appropriate to Glendon's emphasis on liberal arts and multicultural studies, Council believes that it is appropriate for a minor in Portuguese Studies to be offered there.

10. Funding in a Time of Constraint

In light of the local and regional demand for this program and since the case for justifiable duplication can be made, Council believes that this program is deserving of funding even in a time of economic constraint.

Accordingly, Council recommends to the Minister:

OCUA 86-33 **FUNDING FOR THE MINOR PROGRAM IN PORTUGUESE STUDIES AT YORK UNIVERSITY (GLENDON COLLEGE), FOR 1988-89**

THAT, the minor program in Portuguese Studies at York University, (Glendon College), be deemed eligible for formula support beginning in 1988-89 and that eligible enrolment, from 1987-88 on, be included in the moving average for the university - the program to be in Category 1, with a weight of 1.0, as outlined in the Ministry's Operating Formula Manual.

II. Professional Programs

Civil Engineering and Computer Systems (BEng), McMaster University

Council has examined the advice of its Academic Advisory Committee regarding McMaster University's new professional program in Civil Engineering and Computer Systems (see Appendix B).

Council acknowledges that this program will meet the current and long-term needs of both students and employers by helping to address the societal demands resulting from an increase in the use of advanced computing techniques in the field of civil engineering. Council notes that there is an immediate demand for program graduates. The program has been fully endorsed by the Council of Ontario Deans of Engineering.

Council acknowledges that the emphasis upon advanced computer techniques and the five-year academic format make this engineering program unique. Council has never approved undergraduate programs which require more than four years to complete. The five-year format, common to other undergraduate engineering programs at McMaster University, predates Council's approvals process. It is Council's view that the five-year single-degree undergraduate engineering program format is unique to McMaster University's engineering department and therefore is appropriate in this particular instance.

This program is consistent with existing institutional strengths in the areas of computer science and engineering at McMaster and will not entail the

procurement of significant additional resources. Council, therefore, believes that the Bachelor of Engineering program in Civil Engineering and Computer Systems should be recommended for funding, even in a time of economic constraint.

Accordingly, Council recommends to the Minister:

OCUA 86-34 **FUNDING FOR THE BACHELOR'S PROGRAM IN CIVIL ENGINEERING AND COMPUTER SYSTEMS AT McMASTER UNIVERSITY FOR 1988-89**

THAT, the BEng program in Civil Engineering and Computer Systems at McMaster University be deemed eligible for formula support beginning in 1988-89 and that eligible enrolment, from 1987-88 on, be included in the moving-average for the university - the program to be in Category 3, with a weight of 2.0, as outlined in the Ministry's Operating Formula Manual.

Materials Engineering (BEng), McMaster University

Council has examined the advice of its Academic Advisory Committee regarding McMaster University's new professional program in Materials Engineering (see Appendix C).

Council acknowledges that the emphasis of this program is on the structure and use of modern engineering materials. Of particular note to Council is the significant amount of industrial support for this program as shown by written representations from numerous industrial representatives who indicated a need for materials engineering specialists in their organizations. Corporate support for the program is both locally and regionally based.

Council is aware that this is the first program in Ontario to focus on modern materials engineering, and that it has been fully endorsed by the Council of Ontario Deans of Engineering.

Council accepts that the introduction of this program will effect a redistribution of existing enrolments within the Department of Materials Science and

Engineering and that the program is largely based on existing resources.

This program is consistent with McMaster's existing program strengths and with the University's current research emphasis. Council therefore recommends the funding of this program, even in a time of economic constraint.

Accordingly, Council recommends to the Minister:

OCUA 86-35

FUNDING FOR THE BACHELOR'S PROGRAM IN MATERIALS ENGINEERING AT McMASTER UNIVERSITY FOR 1988-89

THAT, the BEng program in Materials Engineering at McMaster University be deemed eligible for formula support beginning in 1988-89 and that eligible enrolment, from 1987-88 on, be included in the moving-average for the university - the program to be in Category 3, with a weight of 2.0, as outlined in the Ministry's Operating Formula Manual.

Marnie Paikin
Chairman

February 20, 1987

Appendix A

ACADEMIC ADVISORY COMMITTEE
Ontario Council on University Affairs
700 Bay St., 7th Floor
Toronto, Ontario M5G 1Z6

January 19, 1987

Dr. Charles Carmichael
Chairman
Program Committee
Ontario Council on University Affairs
700 Bay St., 7th Floor
Toronto, Ontario M5G 1Z6

Dear Dr. Carmichael:

At your request, the Academic Advisory Committee has reviewed the proposal submitted by McMaster University for a new undergraduate program in Music Performance (BMus) on the criteria of Need - Societal and Student Demand, Program Uniqueness and Institutional Appropriateness. The conclusions of the Committee follow.

Need - Societal and Student Demand

Student Demand

After reviewing enrolment levels in Music Performance programs at other universities, the Committee concluded that total demand for performance programs was relatively stable and that student demand did not warrant the existence of an additional program within the system.

Societal Need

Our review of existing music performance programs revealed a significant amount of excess capacity throughout the system and that this excess capacity is located at institutions near to the Hamilton region. The Committee believes that the existence of music performance programs with excess capacity in the same geographic region as the location of the proposed Dr. C.

program, indicates that the regional demand can be me by existing programs. Therefore, it is the Committee' view that this program does not meet the societal nee criteria.

Uniqueness

After reviewing existing music performanc programs, the Committee does not consider the Musi Performance program proposed by McMaster to be unique Since there is currently excess capacity within th system, the case for justifiable duplication cannot b made.

Institutional Appropriateness

The Academic Advisory Committee considers McMaste University to be an appropriate institution at which t offer a Bachelor of Music Performance program.

Conclusion

It is the opinion of the Academic Advisor Committee that the Bachelor of Music Performance progra proposed by McMaster University does not meet all of th necessary criteria. We hope these comments will be u use to you in your further deliberations on thi subject.

Yours truly,

(original signed by Rod Fraser)

Rod Fraser
Chairman
Academic Advisory Committee

RF/cg

Appendix B

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE
Civil Engineering and Computer Systems (BEng), McMaster University
New Undergraduate Professional Program Considered for Formula Funding

On February 4, 1986, McMaster University requested that Council consider for funding approval its new undergraduate professional program in Civil Engineering and Computer Systems. In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities (COU) which, in turn, asked for and received advice concerning the proposal from the Council of Ontario Deans of Engineering (CODE). Council referred the program and COU's comments to its Academic Advisory Committee and asked for specific advice thereon.

The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

Civil Engineering and Computer Systems is a five-year program of the same general format as the existing Civil Engineering and Management program. This program proposes to train fully-qualified civil engineers who will have advanced computing skills as a result of taking ten additional courses in Computer Science. It combines the full Canadian Engineering Accreditation Board of the Canadian Council of Professional Engineers (CEAB) approved civil engineering program course requirements with the equivalent of an additional year of computer science courses which are offered by the Department of Computer Science and Systems. These additional courses provide the student with a sound basis in advanced programming concepts, database management, software engineering and microcomputer interfacing.

2. Academic Quality

The Committee notes that the program received Senate approval on February 12, 1986 and that it was fully

endorsed by the Committee of Ontario Deans of Engineering in September 1986.

3. Financial Viability of the Program

In its submission, the University states that the proposed program will draw upon existing resources. McMaster indicates that the creation of one new required engineering course, Interfacing Microcomputers, may create a need for additional hardware when year-5 students appear in the 1990-91 year. However, the proposal has been endorsed by the McMaster Board/Senate Committee on Academic Planning, which recommends on academic priorities to the Budget Committee. The Academic Advisory Committee accepts McMaster's statement that:

> ...the Department has made a strong committment to the Civil Engineering and Computer Systems programme and is convinced of its viability.[1]

4. Projected Enrolment

McMaster intends to maintain existing limits on total enrolment in year 1 and 2 Engineering programs, therefore, this program will merely effect a redistribution of existing enrolments. McMaster projects a steady-state annual enrolment of 8 to 10 students, to be achieved by 1988-89. This program will create a net increase in engineering enrolment of between eight and ten students in year 5, beginning in 1990-91.[2]

5. Co-operation with other Post-Secondary Institutions

No co-operation with other institutions has been planned.

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1. McMaster University, Request for Funding, Civil Engineering and Computer Systems, (BEng), February 4, 1986, p. 3.

2. Ibid., p. 4.

6. Student Demand and Societal Need

McMaster anticipates a steady student demand for this program. After reviewing the program, Dr. R. White, Chairman of the Department of Civil Engineering at Cornell stated:

> The proposed new degree in Civil Engineering and Computer Systems is an excellent idea--one that should attract a new group of students who will see Civil Engineering as a high tech area with a rich future for computer applications and use of computers in design.[3]

A McMaster survey of first year engineering students revealed that there were eight to ten students per year who would be interested in enrolling in the program in additionto students who would be attracted to McMaster by the existence of this new program.[4]

In its initial submission, McMaster indicated that the department of Civil Engineering had long recognized the need to provide graduates with a high level of computing skills. To facilitate this goal, the department was active in the development of the MacEngMicro program, which allows students to purchase their own microcomputers on an affordable basis. It also introduced an undergraduate course in computer applications and includes a significant number of computing assignments in years 3 and 4 of the civil engineering program.

McMaster suggests that employers now desire civil engineering graduates with more advanced computing skills and expects this trend to accelerate in the near future:

> Engineering companies are realizing that their 'competitive edge' is more and more dependent upon computing resources...Such employers are already looking for graduate engineers with extensive computing experience. On the other extreme, there are firms which have not yet realized the need for, or potential of, well organized computing

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. McMaster University, Response to OCUA Request for Additional Information, October, 1986, p. 4.

. Ibid., p. 2.

> capabilities; these employers will definitely be looking for the same expertise in the very near future as they come to recognize the impact upon productivity.[5]

A telephone survey conducted by the department revealed that there is employer interest in hiring program graduates, with some employers indicating that they had an immediate demand for civil engineering graduates with advanced computing skills.

McMaster indicates that by providing civil engineers with specialized computer skills this program will help Ontario to meet the new challenges posed by the work activities of an information-based society and notes that "employers across the entire spectrum of civil engineering activity are encouraging our efforts."[6]

The Committee is satisfied that there is a student demand and societal need for this new program.

7. Program Uniqueness

The Civil Engineering and Computer Systems program is the first of its type to be offered in Canada. The Committee is satisfied that the program is unique.

8. Local and Regional Support

Letters of support for the program, provided by McMaster from the Director of Transportation Planning for the Regional Municipality of Hamilton-Wentworth and the Senior Human Resources Services Officer from the Ministry of Transportation and Communications, Government of Ontario, both strongly endorse the program and indicate an increasing demand for this type of

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5. Ibid., p. 2.

6. Ibid., p. 4.

graduate.[7] The Committee is satisfied that the program has both local and regional support.

9. Institutional Appropriateness

Given McMaster's clearly established strengths in civil engineering and computer science, and that combined-discipline undergraduate engineering programs of five years in length is a format unique to McMaster engineering programs, the Committee agrees that McMaster University is an appropriate institution at which to offer this program.

10. Funding

The Committee, therefore, recommends to Council that:

the new BEng program in Civil Engineering and Computer Systems at McMaster University be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
January 19, 1987

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7. Letter from Mr. D. Turvey, Director of Transportation Planning, The Regional Municipality of Hamilton-Wentworth to Dr. D. Stolle, Assistant Professor, McMaster University, December 18, 1985; and Letter from Mr. R. Barnes, Senior Human Resources Services Officer, Ministry of Transportation and Communications to Dr. D. Stolle, Assistant Professor, McMaster University, November 12, 1985.

Appendix C

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE
Materials Engineering (BEng), McMaster University
New Undergraduate Professional Program Considered for Formula Funding

On February 4, 1986, McMaster University requested that Council consider for funding approval its new undergraduate professional program in Materials Engineering. In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities (COU) which, in turn, asked for and received advice concerning the proposal from the Council of Ontario Deans of Engineering (CODE). Council referred the program and COU's comments to its Academic Advisory Committee and asked for specific advice thereon.

The Committee's findings with respect to the program are summarized below:

1. Proposed Curriculum

Materials Engineering involves the study of the physical properties of engineering materials, their structures and methods of production. Emphasis will be placed upon the study of modern metals, ceramics, semi-conductors and other non-traditional materials. The program, offered by the Department of Materials Science and Engineering, requires each student to complete a senior thesis prior to graduation.

2. Academic Quality

The Committee notes that the program received Senate approval on February 12, 1986 and that it was fully endorsed by the Committee of Ontario Deans of Engineering in September 1986.

3. Financial Viability of the Program

The McMaster submission indicates that this program is largely based on existing resources and requires no new courses. The Committee notes that the proposal was

reviewed and endorsed by the Board/Senate Committee on Academic Planning which considers resource implications and recommends on academic priorities. The Committee is satisfied that the program is financially viable.

4. Projected Enrolment

Since enrolment in the years 1 and 2 Engineering program is limited, no changes or net increases in student numbers are projected for the department of Materials Science and Engineering. University projections suggest that 10 of the 40 students entering year-2 programs in the department will select the Materials Engineering program. The Department projects a steady-state enrolment of 10 students in each year of the program by 1989-90.[1]

5. Co-operation with other Post-Secondary Institutions

No co-operation with other universities has been planned.

6. Student Demand amd Societal Need

McMaster indicates that a number of students in first year Engineering have expressed an interest in the program.

McMaster states that this program was proposed in response to the development and use of new materials in industry, and to an anticipated growth of interest and opportunity in this area in the near future.[2] Letters of support received from representatives of Alcan, Consumers Glass, Dofasco, Bell Northern Research, Cominco Metals, IPSCO Inc. and GaAs Devices reflect a need for materials engineering specialists and indicate support for this program. The Committee is satisfied that there is a student demand and societal need for this program.

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1. McMaster University, Request for Funding, Materials Engineering (BEng), Feb. 4, 1986, p. 2.

2. Ibid., p. 2.

7. Program Uniqueness

McMaster is the first university in Canada to offer such a program.

8. Local and Regional Support

Studies in metallurgy and glass science have been previously funded by the Steel Company of Canada and by a number of Canadian glass companies. Continuing private donations indicate industrial support for the work of the department and its efforts to expand into the area of modern materials. As previously noted, the program is supported by major corporations located about the province. The Committee is satisfied that there is local and regional support for this program.

9. Institutional Appropriateness

The Committee notes that McMaster University has well-established teaching and research activities in the related areas of physics, chemistry, mechanical engineering, engineering physics, metallurgy, and ceramics. These emphasis are complemented by McMaster's Institute for Materials Research. Given the existence of these related areas of strength, the Committee agrees that it is appropriate for McMaster to offer a program in Materials Engineering.

10. Funding

The Committee, therefore, recommends to Council that:

the new BEng program in Materials Engineering at McMaster University, be recommended to Council as being eligible for formula funding support.

Academic Advisory Committee
January 19, 1987

OCUA PUBLIC HEARINGS 1986-87

OCUA did not hold any public hearings during 1986-87 since the Commission on the Future Development of Universities of Ontario was conducting public hearings.

OCUA RECOMMENDATIONS AND GOVERNMENT RESPONSES 1986-87

RECOMMENDATION NUMBER	TITLE	RESPONSE
	ADVISORY MEMORANDUM 86-I	
86-1	Master of Science in Manufacturing Management at GMI Engineering and Management Institute	Accepted
86-2	Doctor of Ministry at St. Stephen's College	Accepted
86-3	Master of Arts (Education), Master of Science (Education), at Niagara University	Not Accepted
	ADVISORY MEMORANDUM 86-II	
86-4	Level of Support for Major Repairs, Renovations, Alterations and Replacement Projects in 1987-88 for the Cyclical Renewal of the Existing Capital Stock	Not Accepted
86-5	Level of Support for Deferred Maintenance of Physical Plant in 1987-88	Not Accepted
86-6	Equipment and Library Funding for 1987-88	Accepted
86-7	Operating Grants Allocation Adjustment Funding for 1987-88	Partially Accepted
86-8	Program Adjustment Grants for 1987-88	Partially Accepted
86-9	Funding for 1987-88 for the Bar Admission Course	Not Accepted
86-10	Government Operating Grants for 1988-89 to Meet the Cost of Council's Basic Objectives in Funding Provincially-Assisted Universities and their Affiliated Colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College	Not Accepted
86-11	Formula Fee Rates for 1988-89 to Meet the Cost of Council's Basic Objectives	Not Accepted

RECOMMENDATION NUMBER	TITLE	RESPONSE
	ADVISORY MEMORANDUM 86-IV	
86-12	Master of Arts in Counselling Psychology at the Alfred Adler Institute of Chicago	Accepted
86-13	Master of Arts in Education Concentration in Community College Education at Central Michigan University	Accepted
86-14	Master of Science in Education Specialization in Outdoor Education at Northern Illinois University	Accepted
86-15	Master of Science in Biology Emphasis in Human Nutrition at the University of Bridgeport	Accepted
86-16	Doctor of Philosophy at the Free University of Amsterdam in Co-operation with the Institute for Christian Studies in Toronto	Accepted
	ADVISORY MEMORANDUM 86-V	
86-17	Funding for Programs Now Authorized to be Offered by Algoma College, Le College de Hearst and Nipissing College	Accepted
86-18	Funding for Other Laurentian Programs Offered at Algoma College, Le College de Hearst and Nipissing College on Behalf of Laurentian University	Accepted
	ADVISORY MEMORANDUM 86-VI	
86-19	Ontario Graduate Scholarship Stipends 1987-88	Not Accepted
86-20	Number of Ontario Graduate Scholarships for 1987-88	Accepted
86-21	Institutional Awards to Universities Without Doctoral Programs	Partially[1] Accepted
86-22	Ontario Graduate Scholarships to Persons on Student Visas	Accepted

1. See Minister's February 2, 1987 letter which follows this table.

RECOMMENDATION NUMBER	TITLE	RESPONSE
	ADVISORY MEMORANDUM 86-VII	
86-23	Distribution Mechanism with Respect to Formula Grants, Formula Fees and Extra-Formula Grants for Implementation for the Funding Year 1987-88	Accepted
	ADVISORY MEMORANDUM 86-VIII	
86-24	Funding for the Master's Program in Accounting at the University of Waterloo for 1988-89	Accepted
86-25	Funding for the Master's Program in Canadian Heritage and Development Studies at Trent University in 1988-89	Accepted
86-26	Funding for the Doctoral Program in Computer Science for 1988-89	Accepted
86-27	Funding for the Graduate Diploma in Legal Translation at the University of Ottawa for 1988-89	Accepted
	ADVISORY MEMORANDUM 86-IX	
86-28	Funding for the Administrative and Information Studies Stream at the University of Western Ontario for 1988-89	Accepted
86-29	Funding for the Bachelor of Arts and Honours Bachelor of Arts Programs in Gerontology and Another Subject at McMaster University for 1988-89	Accepted
86-30	Funding for the Combined Honours BA [Major and Minor] and General Honours BA [Major] in Hispanic Studies Programs at York Univesity, (Glendon College) for 1988-89	Accepted
86-31	Funding for the Honours Bachelor of Arts Program in Labour Studies at McMaster University for 1988-89	Accepted
86-32	Funding for the Honours Bachelor of Music Program in Music Performance at McMaster University for 1988-89	Accepted

RECOMMENDATION NUMBER	TITLE	RESPONSE
	ADVISORY MEMORANDUM 86-IX (continued)	
86-33	Funding for the Minor Program in Portuguese Studies at York University (Glendon College), for 1988-89	Accepted
86-34	Funding for the Bachelor's Program in Civil Engineering and Computer Systems At McMaster University for 1988-89	Accepted
86-35	Funding for the Bachelor's Program in Materials Engineering at McMaster University for 1988-89	Accepted

Ontario

RESPONSE TO ADVISORY MEMORANDUM 86-VI

Minister
Ministre

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February 2, 1987

Mrs. Marnie Paikin
Chairman
Ontario Council on University
Affairs
700 Bay Street
7th Floor
Toronto, Ontario
M5G 1Z6

Dear Mrs. Paikin:

I would like to thank the Council for the advice contained in its Advisory Memorandum 86-VI, "The Ontario Graduate Scholarship Program, 1987-88".

I have accepted the following recommendations of the Council:

i) that at least 1,200 scholarships be made available under the Ontario Graduate Scholarship Program;

ii) that 40 scholarships be deemed as institutional awards, and allocated equally among Brock, Lakehead, Laurentian and Trent Universities; and

iii) that 60 scholarships be reserved for visa students.

The value of the graduate scholarship award will be increased by 4 percent, from $2,920 per term to $3,035 per term. Sufficient funds are not available at this time to increase the stipend value to the extent recommended by the Council.

The above changes, with the exception of the one on institutional awards, will be implemented for the 1987-88 competition. Because the terms of the 1987-88 competition were announced in September 1986 and the processing of applications is already under way, the recommendation on reallocation of institutional awards will be effective for the 1988-89 competition.

Thank you again for your recommendations on the Ontario Graduate Scholarship Program.

Yours truly,

Gregory Sorbara
Minister

UPDATE TO PROGRAM APPROVALS PROCEDURE

Ontario
Council on
University
Affairs

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7th Floor
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February 26, 1987

Honourable Gregory Sorbara
Minister
Ministry of Colleges and Universities
101 Bloor Street West
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Toronto, Ontario
M5S 1P7

Dear Mr. Sorbara:

In OCUA's 1984 annual report on new programs offered at Ontario universities in the "core" Arts and Sciences, Council forwarded documentation relating to the introduction of Biotechnology programs at Carleton and Guelph universities. In that report, Council did not include these programs in the list of new "core" Arts and Science programs since Council intended to consult with COU regarding developments in the area of biotechnology, which appeared to be an emerging quasi-professional field within the Ontario university system. [Letter of September 6, 1984]

Having received the report of the Committee of Vice-Presidents (Academic), COU, and having considered the development of biotechnology programs, Council is pleased to provide you with its findings on this subject.

The term biotechnology describes processes involving the modification of cells. The area of basic science involved is cell biology. Biotechnological techniques are used in the fields of agriculture, chemistry, engineering, medicine and various biological specializations.

The report of the Vice-Presidents (Academic), COU, states:

> Biotechnology is a relatively new label for a variety of phenomena, techniques, and processes which have been studied within a broad range of parent disciplines for some time. In Biotechnology this knowledge is

being focussed on biological processes to provide goods and services. Consequently, the integration of existing activity is an important element in developing capability in Biotechnology.

New academic programs involve for the most part a rearrangement of existing courses and do not require substantial additional resources.

It is Council's view that any modern undergradua biology program should expose students to the techniques biotechnology and provide students with some experience its use. Opportunities for the study of advanced biotec nological techniques are most commonly available at t graduate program level.

Concerning the classification of biotechnolo programs, Council believes that it is not appropriate identify or classify an area of study based on a changi technique. It is Council's view that the use of the lab biotechnology in new programs reflects creative progr titling on the part of the universities rather than emerging new quasi-professional program area.

Council believes it to be most appropriate for t universities to offer study in the techniques of biotec nology within established programs in Science, Engineeri Agriculture or Medicine and that there should be no need include the term biotechnology in new program names.

Council, therefore, concludes that no direct act on the part of the Council is required at this time, that new programs labelled "biotechnology" be classified "core" Arts and Science programs.

In view of this conclusion, Council would like add the following programs to the list of new progr introduced in "core" Arts and Science disciplines:

Carleton
- Honours Biology and Biotechnology, BSc
- Honours Biochemistry and Biotechnology, BSc

Guelph
- Minor in Biotechnology

McMaster
- Honours Molecular Biology and Biotechnology, BSc

Windsor
- Honours Biology/Biotechnology, BSc

Yours sincerely,

Marnie Paikin
Chairman

. E. Monahan

cg

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1987-88

Ontario Council on University Affairs

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March, 1988

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Letter of Transmittal

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February 29, 1988

The Honourable Lyn McLeod
Minister
Ministry of Colleges and Universities
13th Floor
101 Bloor St. West
Toronto, Ontario
M5S 1P7

Dear Mrs. McLeod:

I respectfully submit herewith the Fourteenth Annual Report of the Ontario Council on University Affairs, which covers the period from March 1st, 1987 to February 29th, 1988.

Yours sincerely,

Paul Fox,
Chairman

Members and Officers of the Ontario Council on University Affairs 1987-88

Mary Ascah (1988)
Huntsville

Suzanne Aziz (1990)
London

Liliane Beauchamp (1989)
Sudbury

Jean-Michel Beillard (1989)
Ottawa

William Broadhurst (1990)
Toronto

*Thomas Brzustowski (1990)
Waterloo

Frank DeMarco (1988)
Windsor

Al Karim Dharamsi (1989)
Toronto

*Kelle Dunlop (1989)
Toronto

Harry Eastman (1989)
Toronto

Paul Fox (1990)
Chairman, Toronto

Peter George (1990)
Hamilton

Colin Graham (1990)
Toronto

Merrijoy Kelner (1989)
Toronto

Dan LaCaprara (1988)
Etobicoke

*Anne-Marie Lepine (1989)
Ottawa

Harriet Lyons (1990)
Waterloo

Gordon MacNabb (1990)
Kingston

Susan McCartney (1988)
Thunder Bay

Henry (Viv) Nelles (1989)
Toronto

Marnie Paikin (to June 15, 1987)
Chairman, Burlington

Carol Phillips (1990)
Toronto

Norman Sheffe (1989)
St. Catharines

Diane Daymond
Administrative Assistant

Diana Royce
Research Officer

Paul Stenton
Senior Research Officer

(Members' terms expire on last day of February of the year indicated in parentheses)

(Resigned before term completed)*

Introduction

Introduction

The Fourteenth Annual Report of the Ontario Council on University Affairs covers the period March 1, 1987 to February 29, 1988 and contains the full text of all Advisory Memoranda issued during the year. The report also contains a list of Council's public meetings for the year and the response of the Government to the recommendations made by Council.

Council's Advisory Memoranda

87-I The Allocation of the Government's Operating Support for the University System in 1987-88

The Minister of Colleges and Universities informed Council on November 3, 1986 that, for 1987-88, a maximum of $1,442.5 million in operating grants will be made available for the university system. Of this amount, $1,337.6344 million is available for Council's basic funding objectives and the grant-in-aid for the Bar Admission Course. The remaining operating grants are divided in the following manner:

(i) $37.0 million to continue the teaching equipment and library acquisition and faculty renewal funds established in 1986-87 under the University Excellence Fund;
(ii) $50.0 million to enhance quality and accessibility and the capacity and capability of universities to conduct research that will contribute significantly to Ontario's economic growth;
(iii) $3.0 million in special grants to Northern institutions to address particular needs in providing university-level studies;
(iv) $7.0 million to assist in meeting the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative efforts or joint programs in order to facilitate desired program adjustments; and
(v) $7.8656 million retained by the Ministry of Colleges and Universities for line budget items.[1]

In addition to the operating grants announcement, the Minister announced that formula fee rates for all students will increase by 4% in 1987-88. This policy applies to both domestic and visa students.

On March 10, 1987, the Minister announced that Government had accepted the long-term operating grants allocation mechanism recommended by Council in Advisory Memorandum 86-VII. The Minister stated:

> I am pleased to advise you that the government has accepted the advice contained in Advisory Memorandum 86-VII...
>
> In accepting the council's advice, we are, therefore, putting into place an integrated package of funding envelopes for designated purposes to achieve these objectives. The revised distributive mechanism creates a stable environment in which our institutions can better plan their future development, and, at the same time, respond to the increasing demand for access to university education. The new scheme will allow our institutions to respond to changing needs, and thereby both contribute to economic growth and improve our quality of life. Finally, it puts to rest the

1. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, November 3, 1986.

former state of uncertainty about the operating grants formula.[2]

In Advisory Memorandum 86-VII, Council recommended that the $50.0 million identified above, provided to enhance quality and accessibility and the capacity and capability of universities to conduct research, be used to address equity concerns which have resulted from the application of the existing formula. It further recommended that these funds be equally apportioned between enrolment/accessibility adjustments and research overheads/infrastructure funding. The Minister accepted Council's advice stating:

> With respect to the adjustment to base operating grants which will take effect in 1987-88, I accept the council's recommendation to address equity concerns which have resulted from the application of the existing formula. I therefore accept the council's rationale for equally apportioning the $50 million between the enrolment/accessibility adjustment envelope and the research overheads/ infrastructure funding envelope in 1987-88. I believe that it is important to recognize that past underfunding has affected all institutions and that it has affected them in different ways. I agree with the distributive mechanisms proposed for both envelopes in 1987-88, and I look forward to receiving the council's advice with respect to a "permanent allocative mechanism" for the research envelope...[3]

This Memorandum presents advice on the distribution of the $25.0 million made available for the enrolment/accessibility adjustments envelope and the $25.0 million made available for the research overheads/infrastructure funding envelope, as well as the $1,337.6344 million that has been made available for 1987-88 for Council's normal operating grants allocation. The latter includes recommendations on the allocation of the mission-related, institution-specific funding envelope in the distribution of differentiation grants, Northern Ontario grants, bilingualism grants, institutional weight adjustment grants, the grant-in-aid for the Bar Admission course, as well as the distribution of the funds remaining after the above allocations according to the formula grants envelope of Council's new formula as announced by the Minister on March 10, 1987.

Council does not make specific grant recommendations in this Memorandum for the distribution of the teaching equipment and library acquisition fund, special grants to Northern institutions or the faculty renewal fund.

1.0 Equipment and Library Grants and Faculty Renewal Grants

As noted above, the Minister announced that $37.0 million had been made available in base operating grants to extend the University Excellence Fund grants for equipment and library and for faculty renewal. In 1986-87 each of these funds was allocated on a formulaic basis. In 1987-88, however, the faculty renewal fund will be allocated on the basis of carry-

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2. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, March 10, 1987, pp. 1 and 2.

3. Ibid., p. 3.

forward commitments made in 1986-87 and new appointments allocated according to the relative merits of each institution's submission to Council. Council will be submitting separate advice on the allocation of new faculty renewal appointments later this year.

At this time it is not possible to determine the split between equipment and library funding and faculty renewal funding. This will be possible only when Government has identified the compensation level of each faculty position to be funded under the faculty renewal plan for 1987-88. Consequently, Council does not recommend a specific allocation of the equipment and library fund at this time. Council does recommend, however, that at the time that the size of the fund is finalized, grants be allocated according to a mechanism similar to that used in 1986-87 - the average of each institution's 1984-85, 1985-86 and 1986-87 undergraduate Basic Income Units (BIUs).

2.0 Extra Formula Grants

2.1 Mission-Related Institution-Specific Funding Envelope

2.1.1 Differentiation Grants

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so. Trent University is the only institution to have received a differentiation grant.

Over the past five years, Trent has been awarded differentiation grants: in recognition of its continued efforts to solidify its differentiated role as the only institution in the Ontario university system engaged almost exclusively in undergraduate Arts and Science education; in approval of its realignment of its limited graduate offerings to complement its academic strengths; and in acknowledgement of its improved management of resources and expenditures.

In Advisory Memorandum 85-VIII, Council indicated its belief that Trent could eliminate its cumulative operating funding deficit in 1986-87 and that it expected the university to do so. In its most recent progress report to Council, Trent demonstrated to Council's satisfaction that the University will meet Council's expectations for fiscal control and deficit reduction in 1986-87, eliminating its cumulative operating fund deficit by the end of the fiscal year. Trent has also completed the consolidation of its graduate offerings, successfully phasing-out its masters' programs in Physics, Chemistry and History and thereby consolidating its role as a predominantly undergraduate liberal Arts and Science university.

Trent argues, and Council concurs, that Trent has effectively met the original conditions established for the continuation of the differentiation grant beyond 1981-82. Council also concurs with Trent that a new phase in the differentiation grant has been reached. The changes necessary to consolidate Trent's role as a differentiated university have been implemented. In future, the differentiation grant process for Trent must be geared towards maintaining this differentiated role.

To this end, Council feels that it is appropriate to undertake a thorough review of the calculation of the size of grant required by Trent. Council will approach this review in a manner similar to its past bilingualism

cost studies by identifying and estimating the incremental cost of Trent's differentiation. Therefore, in 1987-88, Council will undertake a cost study relative to Trent's differentiation grant.

In the meantime, Council recommends that there be no change in the level of the differentiation grant for Trent.

Accordingly, Council *recommends to the Minister:*

OCUA 87-1
DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1987-88

THAT a differentiation grant of $1,500,000 be made to Trent University in 1987-88.

2.1.2 Northern Ontario Grants

2.1.2.1 Special Grants

As indicated above, $3.0 million in special grants to Northern institutions to address particular needs in providing university-level education in Northern Ontario has been provided by Government for 1987-88. Council believes that, for 1987-88, these funds should be distributed on a competitive project basis, reflecting the particular needs of Northern Ontario. Council has asked Lakehead and Laurentian and its affiliated colleges to suggest appropriate criteria and process for evaluating submissions made under this fund. Upon finalization of the evaluative criteria and process, Council will request formal submissions early this Spring and recommend an appropriate distribution of this fund to the Minister.

2.1.2.2 Regular Grants

Council has also indicated to the Northern institutions the intention to review the Northern Ontario grants calculation this year. This fulfills a commitment made in Advisory Memorandum 82-XIV to review the Northern grants allocation. Part of the review will focus on identifying the special mission-related costs of Northern institutions and the appropriate long-term mechanism to allocate both the regular Northern Ontario grants and the new special grants for Northern institutions. Council plans to begin this review in the Spring hearings with Northern institutions.

As indicated in Advisory Memorandum 86-VII, Council believes that, for 1987-88, the regular Northern Ontario grants should be calculated in the usual fashion. Therefore, for 1987-88, the value of the Northern Ontario grants for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, is calculated according to the "mini-formulae" outlined in Advisory Memorandum 75-VII. On the basis of those formulae, each grant is determined with reference to the prior year's Basic Operating Income of each institution.

Accordingly, Council *recommends to the Minister:*

OCUA 87-2
NORTHERN ONTARIO GRANTS 1987-88

THAT Northern Ontario grants in 1987-88 be made in the following amounts:

Lakehead	$2,721,000
Laurentian	2,628,000
Algoma	237,000
Laurentian (Algoma)	49,000
Nipissing	485,000
Laurentian (Nipissing)	98,000
Hearst	120,000
Laurentian (Hearst)	51,000

2.1.3 Bilingualism Grants

In Advisory Memorandum 83-IX, Council documented the incremental costs of existing bilingualism programs using 1981-82 cost data. On the basis of the study's findings, the level and distribution of bilingualism grants were adjusted in 1984-85 to reflect more accurately the incremental costs of bilingualism. It remains Council's intention that this distribution among institutions should form the basis of bilingualism grant allocation for a four to six year period from the last adjustment.

For 1987-88, the total funds available for distribution are equal to the total of the previous year's grants increased by the percentage increase in total university system basic operating grants (4.0%). These grants are to be allocated according to the incidence of incremental bilingualism costs, as identified in Advisory Memorandum 83-IX.

Accordingly, Council *recommends to the Minister:*

OCUA 87-3
BILINGUALISM GRANTS 1987-88

THAT bilingualism grants in 1987-88 be made in the following amounts:

Ottawa	$11,248,000
Laurentian	2,289,000
Glendon	945,000
Hearst	120,000
Sudbury	146,000
St. Paul	940,000

2.1.4 Institutional Weight Adjustments

In Advisory Memorandum 86-VII, Council recommended that institutional funding weights for Ryerson Polytechnical Institute and the Ontario College of Art (OCA), as well as their institutional formula fee rates, be increased. The Minister accepted Council's advice indicating:

> I would also like to indicate my acceptance of the proposed institutional weight changes for Ryerson Polytechnical Institute from the current level of 1.35 [1.36] to 1.42 and for the Ontario College of Art from the current level of 1.3 to 1.35 as well as the recommended phase-in of their formula fees to the "Group 5" level beginning in 1987-88.[4]

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4. Ibid., p. 3.

For 1987-88, Council recommends that the formula fee rates charged by Ryerson and OCA be increased by one-third the difference between the current institutional formula fee rates and the 1987-88 "Group 5" formula fee level. Council also recommends that an institutional weight adjustment grant be allocated to each institution to reflect the increase in institutional weight accorded to each institution. These grants are the residual of the Base Basic Operating Income (Base BOI) revenue increase resulting from the increase in institutional weights and the increased level of formula fee revenue generated by the recommended fee rate increase.[5]

Council believes it is most appropriate to fund the institutional weight adjustments for Ryerson and OCA from general operating grants and not from designated grants such as program adjustment grants. Institutional weight adjustment grants are temporary grants reflecting a change in BIU and BOI levels. When fully implemented, the movement of Ryerson and OCA formula fee rates to the "Group 5" level will more than cover the increased BOI for these institutions.

Accordingly, Council *recommends to the Minister:*

OCUA 87-4
INSTITUTIONAL FORMULA FEE RATE 1987-88

THAT, institutional formula fee rates for 1987-88 be set at the following levels:

Ryerson	$952,000
Ontario College of Art	1,020,000

OCUA 87-5
INSTITUTIONAL WEIGHT ADJUSTMENT GRANTS 1987-88

THAT, institutional weight adjustment grants in 1987-88 be made in the following amounts:

Ryerson	$1,923,000
Ontario College of Art	288,000

2.1.5 Bar Admission Course

In recent years, Council has recommended that the grant-in-aid for the Bar Admission Course be increased by the same percentage as that accorded the university system as a whole. Council continues to apply this policy for 1987-88 and proposes that the grant-in-aid for the Bar Admission Course be increased by 4.0%.

Accordingly *recommends to the Minister:*

OCUA 87-6

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5. Ryerson and OCA are the only institutions to be funded at a single institutional BIU weight for all enrolments. Shifts in enrolment among programs do not affect BIU counts as at other institutions.

   Currently, Ryerson and OCA students are charged formula fees of $831 and $933, respectively. The 1987-88 "Group 5" formula fee level will be $1195. This is the formula fee level charged to the majority of university students.

GRANT TO THE LAW SOCIETY OF UPPER CANADA ON BEHALF OF THE BAR ADMISSION COURSE 1987-88

THAT, a grant of $826,000 be made available to the Law Society of Upper Canada for support of the Bar Admission Course in 1987-88.

2.2 Enrolment/Accessibility Adjustments Envelope

In Advisory Memorandum 86-VII, Council recommended the establishment of an enrolment/accessibility adjustments envelope to provide an appropriate starting-point for funding each institution under the new operating grants formula and to recognize the inadequate incremental funding provided for all growth institutions. In that Memorandum, Council recommended, and the Minister accepted, that $25 million in enrolment/accessibility adjustments be allocated in the following manner:

(i) $12.5 million to be allocated according to each institution's proportion of weighted Growth BIUs. Growth BIUs are defined as the gap between an institution's undiscounted and discounted BIUs and are calculated by subtracting each institution's 1986-87 Funding BIUs (i.e., discounted BIUs) from the average of its 1983-84, 1984-85 and 1985-86 BIUs (i.e. undiscounted BIUs). Each institution's Growth BIUs are weighted according to its proportion of undiscounted BIUs (the 3-year average indicated above).

(ii) $12.5 million to be allocated according to each institution's proportion of the university system's unweighted Growth BIUs.[6]

In making this recommendation, Council left unstated its recommended treatment of the Laurentian "pseudo-campuses" at Algoma, Nipissing and Hearst. In calculating the total enrolment/accessibility adjustments funds available for Laurentian and the "pseudo-campuses", Council included the "pseudo-campus" enrolments with Laurentian enrolments. This treatment adheres to Council's past approach to "pseudo-campus" funding as recommended in Advisory Memorandum 79-III.

Council has consulted with Laurentian and its affiliated institutions concerning the division of the enrolment/access-ibility adjustments funding among Laurentian and its "pseudo-campuses". Each institution provided Council with a submission reflecting its position on this issue.

Extensive analyses were provided by Laurentian and Nipissing. Nipissing indicated that:

> Our position is that the OCUA distribution method must be applied to pseudo-campus enrollments. Since the affiliates bear the costs of teaching pseudo-campus students they should receive Access Fund payments for those students on the same basis as other universities. Council Recommendation 79-III on setting up the pseudo campus system, stipulated that Laurentian University must transmit funds received from the province on the

6. Ontario Council on University Affairs, Advisory Memorandum 86-VII, pp. 35-36.

> college's behalf to the appropriate college without deduction. This should apply to Access Funds which will form part of the new funding formula base. Only by applying the same distribution method within the Laurentian system as was used to distribute funds to Laurentian and other universities can we be assured that we receive our fair share of access money.[7]

On the other hand, Laurentian argues:

> In Advisory Memorandum 79-III by its recommendations 79-9 and 79-10, OCUA created what is now known as the pseudo-campus arrangement. This allows the affiliated colleges to offer certain courses from programmes approved for the Sudbury campus and receive funding for these enrolments via Laurentian. Council reaffirmed in that memorandum that it did not propose to extend to the affiliates the authorization to offer these programmes. However, Council made it possible for the affiliates to receive funding through Laurentian for the parts of these programmes that they offer, at the same weight applicable to the programmes as a whole...It seems to me essential that Council's approach to the allocation of funds within the Laurentian system respect the intent of your memorandum 79-III.[8]

Laurentian further argues that by treating "pseudo-campus" enrolments on the same basis as other universities Council is asked to assume:

(i) that the colleges are, and always have been, authorized to offer the pseudo-campus programmes autonomously and;

(ii) that retroactive calculations should be made on the assumptions that each college is an independent academic entity as far as those programmes are concerned. These assumptions are contrary to Council's position.[9]

In considering these submissions, Council feels it is important to treat the "pseudo-campus" enrolments under the enrolment/accessibility adjustments envelope in a consistent manner with Council's position on the general funding of "pseudo-campus" enrolments as outlined in Advisory Memorandum 79-III and Advisory Memorandum 86-V. Under the current policy, "pseudo-campus" enrolments are treated as Laurentian students. This treatment has generally favoured the affiliated colleges by increasing the number of eligible base BIUs in the interim formula for Algoma and Hearst and substantially increasing the floor funding for Nipissing in the 1986-87 allocation.

Given these considerations, Council believes that the most appropriate

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7. Letter from Dr. A. Blackbourn, President, Nipissing College, to Mrs. Marnie Paikin, February 26, 1987, p. 1.

8. Letter from Dr. J.S. Daniel, President, Laurentian University, to Mrs. Marnie Paikin, March 13, 1987, p. 2.

9. Ibid., p. 2.

method of distributing the Laurentian and "pseudo-campus" enrolment/accessibility adjustments funding is to divide the total funds generated ($1,285,000) according to the share of Growth BIUs calculated for each campus - Laurentian, Laurentian (Algoma), Laurentian (Nipissing) and Laurentian (Hearst).

Accordingly, Council *recommends to the Minister:*

OCUA 87-7
ENROLMENT/ACCESSIBILITY ADJUSTMENTS GRANTS 1987-88

THAT, $25 million in enrolment/accessibility adjustments grants be allocated for 1987-88 according to the formula outlined in Advisory Memorandum 86-VII and the considerations indicated above, resulting in the amounts indicated in Table II.

2.3 Research Overheads/Infrastructure Funding Envelope

In Advisory Memorandum 86-VII Council recommended that $25 million be allocated to address inadequacies of support for the indirect or overhead costs of existing research. Council recommended, and the Minister accepted, that for 1987-88 this envelope should be distributed according to each institution's proportion of peer-adjudicated sponsored research funding by the Federal Government's three granting agencies (the Social Sciences and Humanities Research Council, the Natural Sciences and Engineering Research Council and the Medical Research Council) for the years 1983-84, 1984-85 and 1985-86.

Council plans to undertake a review of the appropriate long-term mechanism for supporting overhead and infrastructural costs of sponsored research in the coming year. Council will recommend the appropriate mechanism upon completion of its study.

Accordingly, Council *recommends to the Minister:*

OCUA 87-8
RESEARCH OVERHEADS/INFRASTRUCTURE GRANTS 1987-88

THAT, $25 million in research overheads/infrastructure grants be allocated for 1987-88 according to the mechanism outlined in Advisory Memorandum 86-VII resulting in the amounts indicated in Table II.

2.4 Program Adjustments Envelope

In Advisory Memorandum 86-II, Council recommended that $10 million be provided in 1987-88 to fund a portion of the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative efforts or joint programs in order to facilitate desired program adjustments. The Minister announced on November 3, 1986, that $7 million had been provided for these purposes.

Council believes that these funds are best allocated on a competitive basis, according to the merits of each proposal for the use of funds.

Council has requested input from the institutions on the most appropriate evaluative criteria and process under this fund. Council will recommend the allocation of these grants following its consultation on procedures and its review of the subsequent submissions from the institutions.

3.0 Formula Grants

Of the $1,442.5 million in operating grants available for 1987-88, $131.5826 million has been previously targetted for particular purposes by Government or recommended above by Council to be made available for extra-formula grants. In addition to these deductions, shown in Table I, $0.103 million has been set aside by Council as a contingency provision in case any retroactive BIU adjustments are required at particular institutions.

Table I

Availability of Funds for Distribution as Formula Grants for 1987-88

1. Total Operating Grants Available		$1,442,500,000
Deduct:		
2. Line-Item Grants	7,865,600	
3. Equipment and Library and Faculty Renewal Grants	37,000,000	
4. Extra-Formula Grants		
a) Mission-Related Institution-Specific Funding		
Differentiation Grants	1,500,000	
Northern Ontario Grants		
- Regular	6,389,000	
- Special	3,000,000	
Bilingualism Grants	15,688,000	
Institutional Weight Adjustment Grants	2,211,000	
Bar Admission Course	826,000	
Sub-Total		29,614,000
b) Enrolment/Accessibility Adjustments Grants	25,000,000	
c) Research Overheads/Infrastructure Grants	25,000,000	
d) Program Adjustments Grants	7,000,000	
5. Contingency Provision	103,000	
Sub-Total		131,582,600
6. Available for distribution as Formula Grants		$ 1,310,917,400

The remaining $1,310.9 million is to be allocated according to the new operating grants formula recommended in Advisory Memorandum 86-VII.[10] It

10. See Ontario Council on University Affairs, Advisory Memorandum 86-VII, pp. 13-27 for a description of the formula.

should be noted that the unused portion of the contingency provision will also be distributed according to this allocation formula.

The results of the formula calculation are found under the Formula Grants column of Table II. Subject to any necessary changes in an individual institution's BIU and formula fee count, and visa student fee redistribution, Council recommends that the formula operating grants be distributed according to the distribution found in Table II.

Accordingly, Council *recommends to the Minister:*

OCUA 87-9
FORMULA GRANT ALLOCATION FOR 1987-88

THAT $1,310.9174 million in formula grants be made available in 1987-88 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College according to the operating grants formula outlined in Advisory Memorandum 86-VII resulting in the initial allocation indicated in Table II.

Table II summarizes the distribution of grants based on the recommendations contained in this Memorandum. It documents, by institution, the formula and extra-formula grants recommended by Council for 1987-88, along with the recommended grant totals for 1986-87 and the percentage increases in grants between the two years.

Marnie Paikin
Chairman

March 20, 1987

Table 2

Distribution of Grants Generated by Recommendations in Advisory Memorandum 87-I ($000)

	1987-88 RECOMMENDATIONS										
		Extra-Formula Grants									
		Mission-Related Institution-Specific									
University	Formula Grants	Northern Ontario Grants	Bilingualism Grants	Differentiation Grants	Institutional Weight Adjustment	Enrolment Accessibility Adjustment Grants	Research Overhead Infrastructure Grants	Special & Unallocated Grants & Contingency Provision	Total Grants Recommended	Total Grants Recommended for 1986-87	(%) Change
Brock	25,678					2,253	157		28,088	24,783	13.3
Carleton	65,386					460	919		66,765	63,101	5.8
Guelph	79,261					755	1,666		81,682	76,480	6.8
Lakehead	21,006	2,721				813	158		24,698	22,871	8.0
Laurentian	19,888	2,628	2,435			911	74		25,936	24,034	7.9
Algoma	1,496	237				0	0		1,733	1,670	3.8
Laurentian (Algoma)	336	49				114	0		499	365	36.7
Nipissing	3,491	485				259	0		4,235	3,847	10.1
Laurentian (Nipissing	678	98				249	0		1,025	739	38.7
Hearst	361	120	120			0	0		601	579	3.8
Laurentian (Hearst)	229	51				78	0		358	269	33.1
McMaster	86,216					500	2,879		89,595	83,191	7.7
Ottawa	99,026		12,188			973	1,466		113,653	107,276	5.9
Queen's	89,765					1,139	2,084		92,988	86,615	7.4
Toronto	286,858					2,108	8,887		297,853	276,784	7.6
Trent	13,976			1,500		738	102		16,316	14,991	8.8
Waterloo	100,707					1,475	2,472		104,654	97,182	7.7
Western	134,748					1,506	2,763		139,017	130,030	6.9
WLU	25,942					1,076	42		27,060	25,039	8.1
Windsor	55,741					27	451		56,219	53,791	4.5
York	117,510		945			8,505	808		127,768	114,322	11.8
OISE	17,712					40	72		17,824	17,087	4.3
Ryerson	56,674				1,923	730	0		59,327	54,685	8.5
OCA	8,109				288	291	0		8,688	7,826	11.0
Dominican	123					0	0		123	119	3.4
Total	1,310,917	6,389	15,688	1,500	2,211	25,000	25,000	0	1,386,705	1,287,676	7.7
Bar Admission							826				
Contingency							103				
Special Northern Grants							3,000				
Program Adjustment Grants							7,000				

Notes:
1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institution.
2. Bilingualism grants for affiliated institutions are included with the parent institutions.
3. The "Total Grants Recommended for 1986-87" column includes only those grants recommended in A.M. 85-VIII. The formula grants have been updated using recent MCU formula grant calculations. Similarly, the "% Change" column reflects only the change in grants recommended by Council in A.M. 87-I over the updated A.M. 85-VIII grants. Therefore, the percentage change figures do not accurately reflect the actual increase in operating grants distributed.

87-II Ministerial Consents Pursuant to The Degree Granting Act, 1983

This Memorandum constitutes Council's annual consideration of applications for Ministerial consent by out-of-province degree-granting institutions. Applications are evaluated in accordance with the Ministry's policy statement of November 1985 re: The Granting of Ministerial Consents as authorized by the Degree Granting Act, Chapter 36, Statutes of Ontario, 1983. Council offers advice with respect to programs for which existing consents expire on June 30, 1987 and for which applications for renewal have been submitted, programs which have a consent but for which an additional location is requested, and programs for which an initial Ministerial consent is requested.[1]

1.0 Central Michigan University:

Master of Arts in Education, Concentration in Community College Education; Toronto and Sarnia, Ontario

In 1986, Central Michigan University (CMU) of Mount Pleasant, Michigan was granted a renewal of its existing Ministerial consent to offer its Master of Arts in Education, concentration in Community College Education, at Humber College of Applied Arts and Technology for a one-year period ending June 30, 1987. Central Michigan University has applied for a renewal of this consent and has requested that the consent be extended to encompass the offering of an identical program at Lambton College in Sarnia.

1.1 Status in Home Jurisdiction

Central Michigan University is accredited by the Commission on Institutions of Higher Education, North Central Association of Colleges and Schools (NCA). The last comprehensive evaluation occurred in 1985-86. The next comprehensive evaluation is scheduled for 1992-93 with an interim evaluation, focused on governance, scheduled for 1988-89. In June 1984, NCA conducted site-visits at the three Ontario centres where the Central Michigan University program was offered. The report and subsequent correspondence certified that the program offered in Ontario met the same standards as are applied to the program being offered at the home campus.

Education programs at Central Michigan University are accredited by the National Council for Accreditation and Teacher Education (NCATE). The most recent NCATE assessment of Central Michigan's home campus education programs occurred in 1981, with the next evaluation scheduled for 1990.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by Central Michigan University.

1.2 Societal Need and Student Demand

The Master of Arts in Education, concentration in Community College

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1. See Ontario Council on University Affairs, Advisory Memorandum 86-I, for a description of the policy and process which Council must apply to these programs.

Education program, provides an opportunity for the professional development of community college faculty in Ontario. Emphasis is on the development of specialized expertise in community college teaching and educational leadership. The program offered by Central Michigan University focuses on issues concerning the delivery of community college education and is tailored to the particular needs of full-time community college faculty who seek professional advancement and enhancement of their skills on a part-time basis. The program consists of ten courses offered in Ontario on weekends over a 30 month period. This permits students to continue their regular teaching schedules at the college while fulfilling professional development needs.

Central Michigan University has been requested to continue to offer the Master of Arts in Education, concentration in Community College Education program in Toronto by Humber College, where it has offered this program since 1984. Due to a renewed emphasis on improving the quality of instruction at provincial community colleges, Humber College has recently added 96 new faculty members, many of whom are interested in registering in the program.[2]

In a letter to Central Michigan University, the President of Humber College stated:

> ...[this] unique program in Community College instruction is not offered anywhere else in Canada or the United States, and it is essential that we pursue this request with Central Michigan in order that Humber can meet the expectations of the Ontario Government and the Ministry of Colleges and Universities in providing quality programming for our faculty.[3]

Lambton College also requested that CMU make this program available to its faculty members for the purpose of professional development since university programs in the area emphasize elementary rather than college-level educational training.[4]

As of March 1986 there were 77 students enrolled in the program at Humber College, 39 of whom are nearing the end of the program. The remaining 38 students began the program in February 1986, six of whom are new faculty members at Humber. The College has indicated that there are twenty-five students on a waiting list who wish to enrol in the program.[5]

Since Lambton College faculty were unable to begin the program in Ontario in the Fall of 1986, a temporary location for the program has been established in Port Huron, Michigan. There are currently 28 Ontario students enrolled in the program there. Twenty-one of these students are

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2. Letter from Mr. Robert A. Gordon, President, Humber College, to Dr. Richard Potter, Assistant Director, Institute for Personal Career Development, Central Michigan University, September 3, 1986.

3. Ibid.

4. Telephone conversation with Mr. Terry Cameron, Lambton College, March 12, 1987.

5. Telephone conversation with Dr. Roy Gireaux, Vice- President, Humber College, March 11, 1987.

faculty members from Lambton College.[6]

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

1.3 Ontario On-Site Facility and Library Services

The Master of Arts in Education, concentration in Community College Education is offered at the campus of Humber College, which provides the classroom space, office space and equipment necessary to support the program. Facilities and equipment required to offer the program in Sarnia would be provided by Lambton College.

Resources of the Central Michigan University library are available to all off-campus students in Ontario. Students in Ontario can request library books and photocopies of journals from the home campus by phoning collect to the library. Literature and reference assistance are also available at no cost to the student. A Central Michigan University librarian, specifically assigned to serve Ontario off-campus students, visits the Ontario program locations annually to explain the off-campus library services, to provide library orientation and to give bibliographic instruction. Students in Ontario also have access to library holdings at the college at which they are employed.

Council is satisfied that the on-site facilities and library services provided by Central Michigan University in Ontario are adequate.

1.4 Recommendation

Due to the specialized nature of the Master of Arts in Education, concentration in Community College Education program, to be offered at Humber College in Rexdale and at Lambton College in Sarnia, and the significant student demand from faculty members at the colleges at which the program would be offered, Council believes that the renewal of Central Michigan University's consent should be granted for two years at the Humber College and Lambton College locations.

Accordingly, Council *recommends to the Minister:*

OCUA 87-10
MASTER OF ARTS IN EDUCATION CONCENTRATION IN COMMUNITY COLLEGE EDUCATION AT CENTRAL MICHIGAN UNIVERSITY

THAT Central Michigan University be granted a Ministerial consent to offer its Master of Arts in Education, concentration in Community College Education, at Humber College in Rexdale, Ontario and Lambton College in Sarnia, Ontario for a period of two years from July 1, 1987 to June 30, 1989.

2.0 Free University of Amsterdam:

Doctor of Philosophy in cooperation with the Institute for Christian Studies; Toronto, Ontario

In 1986 the Free University of Amsterdam, the Netherlands, was

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6. Telephone conversation with Mr. Terry Cameron, Lambton College, March 12, 1987.

granted a one-year renewal of its Ministerial consent to offer its Doctor of Philosophy program in Ontario, in co-operation with the Institute for Christian Studies of Toronto, for the period up to June 30, 1987.

2.1 Status in Home Jurisdiction

By letter of December 22, 1986 the Office of the Consulate General of the Netherlands certified to the Ministry of Colleges and Universities that "the Free University of Amsterdam has maintained its degree-granting status, and is empowered to grant the degree designation of Doctor of Philosophy".[7]

Council is satisfied that the requirements specified in the Ministry's policy statement for a university or degree-granting institution established outside Canada or the United States of America, have been met by the Free University of Amsterdam and the Doctor of Philosophy program.

2.2 Societal Need and Student Demand

The Doctor of Philosophy program offered by the Free University of Amsterdam in co-operation with the Institute for Christian Studies focuses on foundational and methodological issues in philosophical studies, including the philosophy of history, theology, aesthetics, political theory and interdisciplinary philosophy.

This program serves individuals whose vocational goal is a life of Christian scholarship and teaching, in, or related to, philosophy or the philosophy of a particular academic discipline. The program offers those individuals pursuing an academic career an opportunity to develop a Christian teaching perspective and Christian understanding of their life work at an Ontario location for a major portion of their degree program. The Institute for Christian Studies is the only institution in Ontario at which this focus is available at the graduate level.

The co-operative arrangement currently in place between the Free University of Amsterdam and the Institute for Christian Studies permits students to enrol in a program of doctoral study in Ontario which duplicates the course work and comprehensive exam components of the Doctor of Philosophy program offered at the Free University of Amsterdam. This arrangement, although never formalized, has been in place since 1979.

There are currently seven individuals enrolled in the Doctor of Philosophy program offered at the Institute for Christian Studies.

Council is satisfied that a student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

2.3 Ontario On-Site Facility and Library Services

During the two years of course work, comprehensive exams, and any researching and writing of the doctoral thesis required by the Free University of Amsterdam that is completed in Ontario, students utilize the physical facilities of the Institute for Christian Studies.

Students and faculty of the Free University of Amsterdam's Doctor of Philosophy program offered at the Institute for Christian Studies have full access to a small library at the Institute for Christian Studies and to the Robarts Library at the University of Toronto. Library privileges extended by the University of Toronto library are subject to review every three to five years. Library user fees are covered by the Institute for Christian Studies.

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7. Letter from Mrs. G. Schnitzler, Chancellor, for the Consul General, Consulate General of the Netherlands, to the Ministry of Colleges and Universities, December 22, 1986.

Council is satisfied that the Ontario on-site facility and library services of the Free University of Amsterdam in co-operation with the Institute for Christian Studies are adequate.

2.4 Recommendation

In 1986, the Minister accepted Council's recommendation that five conditions pertain to the granting of a one-year Ministerial consent to the Free University of Amsterdam. These conditions required that all promotional material pertaining to the Doctor of Philosophy program must indicate that it is a program of the Free University of Amsterdam offered in co-operation with and/or located at the Institute for Christian Studies, Toronto; that the required disclaimer is included on all promotional material relating to the program whether distributed by the Free University of Amsterdam or the Institute for Christian Studies; that the Ministry be made aware of any changes made to the Doctor of Philosophy program offered in co-operation with the Institute for Christian Studies; that the Ministry be provided with a copy of any agreement formalizing or ratifying arrangements between the Free University of Amsterdam and the Institute for Christian Studies with respect to the program; and that the Free University of Amsterdam maintain its present degree-granting status in the Netherlands.

Council is satisfied that these conditions have been met. Council believes that the Free University of Amsterdam should be granted a Ministerial consent for a period of two years.

However, Council notes that in June 1986 the Institute for Christian Studies and the Free University of Amsterdam negotiated a common curriculum for the offering of the doctoral program which they expect will be ratified in September 1987.

Since this ratification will be undertaken within the renewed consent period, Council recommends that the Ministry continue to be informed on an ongoing basis of any changes made to the Doctor of Philosophy program of the Free University of Amsterdam offered in co-operation with the Institute for Christian Studies and that the Ministry be provided with a copy of any agreement formalizing or ratifying arrangements between these institutions which pertain to the Doctor of Philosophy program.

Accordingly, Council *recommends to the Minister:*

OCUA 87-11
DOCTOR OF PHILOSOPHY AT THE FREE UNIVERSITY OF AMSTERDAM IN CO-OPERATION WITH THE INSTITUTE FOR CHRISTIAN STUDIES IN TORONTO

THAT the Free University of Amsterdam be granted a Ministerial consent to offer its Doctor of Philosophy program in Toronto, Ontario in co-operation with the Institute for Christian Studies for the period from July 1, 1987 to June 30, 1989, on the condition that; during this period the Ministry be made aware of any changes which are made to the Doctor of Philosophy program of the Free University of Amsterdam offered in co-operation with the Institute for Christian Studies; and that the Ministry be provided with a copy of any agreement formalizing or ratifying arrangements between the Free University of Amsterdam and the Institute for Christian Studies with respect to the Doctor of Philosophy program.

3.0 GMI Engineering and Management Institute:

Master of Science in Manufacturing Management; St. Catharines, Ontario

In 1984, GMI Engineering and Management Institute (GMI) of Flint, Michigan was granted a Ministerial consent to offer its Master of Science in Manufacturing Management program in Oshawa and London. This consent was renewed to June 30, 1989 for the Oshawa location only. GMI is now requesting that the consent to offer this program in Ontario be extended to a location in St. Catharines.

3.1 Status in Home Jurisdiction

GMI is accredited by the Commission on Institutions of Higher Education of the North Central Association of Colleges and Schools (NCA). The Master of Science in Manufacturing Management program is included in this accreditation. Council notes that GMI's accreditation status was granted following a comprehensive evaluation conducted in 1981-82, and which is valid for five years. GMI's next comprehensive evaluation is scheduled to occur in March 1987 and the report is expected to be available later in the year.

The results of an Ontario on-site visit, conducted in 1984, certified that the degree program offered by GMI in Ontario met the same standards that applied to the program offered at GMI's home campus in Flint, Michigan.

Council is satisfied that the accrediation requirements for degree-granting institutions established in the United States have been met by GMI.

3.2 Societal Need and Student Demand

The Master of Science in Manufacturing Management is designed for working professionals with backgrounds in engineering or business who wish to develop expertise in the management of manufacturing firms. This program is specifically tailored to the needs of individuals currently employed in the manufacturing industry and who require additional training in order to move into manufacturing management.

The program is offered via a videotape of each classroom lecture given for a course taken by students enrolled at GMI's Flint, Michigan campus. Students studying at off-campus locations view videotapes of the actual lecture, including the questions and answers of students studying at the home campus. All students use the same study materials. Assignments and examinations are graded by the course professor in Flint.

This format is designed to accommodate the needs of students who are fully-employed professionals. The videotaped lecture is shown at the place of employment. This type of program offers a number of advantages to the part-time student. It greatly reduces time spent travelling to and from class, it ensures that students have access to every lecture despite their work schedule since they have the ability to make up classes missed due to overtime or work-related travel, and it permits students to finish their degrees even when transferred to another branch of the company.[8]

Twenty-four employees of General Motors of Canada's St. Catharines plant have indicated a desire to enrol in this program. Four of these individuals have enrolled in the program currently being offered in Buffalo, New York for General Motor's Saginaw Division until such time as the program is made available locally.

GMI projections indicate that they expect an enrolment of 15 to 18 students in the first three years of the program.

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8. GMI, Application for Ministerial Consent, November 18, 1986, p. 3.

Council is satisfied that both a societal need and student demand exist for this program and that it is meeting a societal need not presently being met by an Ontario institution.

3.3 Ontario On-Site Facility and Library Services

General Motors of Canada at St. Catharines would provide the classroom and video playback equipment required to offer this program. They would also make a microcomputer available for students to use for projects and assignments.

Since the quality of library facilities available to students of the program varies widely at each location, GMI's policy is to supply all required materials directly to each student. When this is not feasible or desirable GMI provides one or more copies of the required library materials to each location as dictated by the requirements of a particular course and as specified by the course instructor. In addition, students are guaranteed access to the GMI library for bibliographic assistance and the provision of additional material.

Council notes that the Master of Science in Manufacturing Management program is not a research-intensive degree program, therefore, the library service arrangements appear to be sufficient to support the program.

Council is satisfied that the Ontario on-site facilities and library services of GMI Engineering and Management Institute are adequate.

3.4 Recommendation

Given the specialized focus of this program and the support for the program shown by General Motors and its employees, Council believes that GMI should be granted a consent for a two-year period at the St. Catharines location, the expiry of the consent to coincide with the previous consent granted to the program in Oshawa.

Since the North Central Association of Colleges and Schools will have completed its comprehensive evaluation of GMI by the fall of 1987, Council suggests that this consent be conditional upon GMI maintaining its accreditation in the United States. Further, it should be the responsibility of the Ministry to ensure that this condition is met.

Accordingly, Council *recommends to the Minister:*

OCUA 87-12
MASTER OF SCIENCE IN MANUFACTURING MANAGEMENT AT GMI ENGINEERING AND MANAGEMENT INSTITUTE

THAT GMI Engineering and Management Institute be granted a Ministerial consent to offer its Master of Science in Manufacturing Management program in St. Catharines, Ontario for a period of two years from July 1, 1987 to June 30, 1989, conditional upon GMI maintaining its accreditation status in the United States.

4.0 Northern Illinois University:

Master of Science in Education Specializing in Outdoor Education; Ottawa, Ontario

Northern Illinois University of Dekalb, Illinois was granted a Ministerial consent in 1984 to offer the Master of Science in Education specializing in Outdoor Education at the Forest Valley Outdoor Education Centre, North York, Ontario. In 1986 this consent was extended to June 30, 1989. Northern Illinois University now requests a consent to offer this same program at a new location in Ottawa, Ontario.

4.1 Status in Home Jurisdiction

Northern Illinois University is accredited by the Commission on Institutions of Higher Education, North Central Association of Colleges and Schools (NCA). Education programs at Northern Illinois University are accredited by the National Council for Accreditation of Teacher Education (NCATE). An NCATE site-visit to the Ontario location at which the program was offered was conducted on August 2-3, 1984 and December 1-2, 1984. In the opinion of the NCATE consultant, the courses offered by Northern Illinois University at the Ontario location were comparable to those offered at the home campus and NCATE standards were being met.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by Northern Illinois University.

4.2 Societal Need and Student Demand

The Master of Science in Education specializing in Outdoor Teacher Education program is offered in co-operation with, and at the request of, the Council of Outdoor Educators of Ontario (COEO). COEO contracts this program from Northern Illinois University as a professional development opportunity for full-time outdoor educators, elementary and secondary classroom teachers, employees of conservation authorities, community service employees and other COEO members. Most students enroll in individual courses for the purpose of professional growth and do not intend to obtain an advanced degree. Few students are expected to achieve the degree available through attendance at the University of Illinois campus or to transfer credits toward degree programs at Ontario universities.

COEO requested that Northern Illinois University offer graduate courses for fully-employed individuals on a part-time basis which would upgrade the knowledge and leadership skills of outdoor educators in the Ottawa area.[9] The request for Northern Illinois University courses is supported by the Principal of the MacSkimming Outdoor Education Centre and the Director of Education of the Ottawa Board of Education.[10]

Courses will be offered on a trial basis and on the assumption that 20 to 25 students will be enrolled in each course. Northern Illinois University expects to offer two courses per year, one in the Spring semester and one in the Fall.

The Director of Educational Studies at the University of Ottawa has indicated that the Faculty of Education is not in a position to consider offering graduate courses in the area of Outdoor Education at this time.[11]

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

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9. Letter from Mr. Lloyd Fraser, Chairman, Professional Development Committee, Council of Outdoor Educators of Ontario, to Dr. Orville E. Jones, Assistant Dean, Northern Illinois University, November 10, 1986.

10. Letter from Mr. Rod Ferguson, Principal, MacSkimming Outdoor Education Centre, Cumberland, Ontario, to Dr. Orville E. Jones, Assistant Dean, Northern Illinois University, Dekalb, Illinois, October 27, 1986, and;
Letter from Ms. Charlotte Lemieux, Director of Education, Ottawa Board of Education, to Mr. Rod Ferguson, Principal, MacSkimming Outdoor Education Centre, Cumberland, Ontario, October 22, 1986.

11. Letter from Dr. I. I. Dow, Director of Educational Studies, University of Ottawa, to Mr. Rod Ferguson, Principal, MacSkimming Outdoor Education Centre, Cumberland, Ontario.

4.3 Ontario On-Site Facility and Library Services

All facilities and equipment required to offer courses in the Master of Science in Education program will be leased by the Council of Outdoor Educators of Ontario from the Ottawa Board of Education which has made available the facilities of Dunlop Public School, in the southern region of Ottawa. This arrangement includes use of classrooms, the library, and audiovisual equipment.[12]

Students enrolled in courses offered by Northern Illinois University have full access, including borrowing privileges, to both the Teacher Education library and the Morisset library at the University of Ottawa.[13]

Council is satisfied that the Ontario on-site facilities and library services provided by Northern Illinois University in Ontario are adequate.

4.4 Recommendation

In view of the support for the offering of courses from Northern Illinois University's Master of Science program in Education, specializing in Outdoor Education, in the Ottawa area from COEO and the Ottawa Board of Education, Council believes that Northern Illinois University should be granted a consent for a two year period. The expiry of the consent for the Ottawa location will coincide with the expiry date of Northern Illinois University's existing consent to offer the same program in North York, Ontario.

Accordingly, Council *recommends to the Minister:*

OCUA 87-13
MASTER OF SCIENCE IN EDUCATION SPECIALIZING IN OUTDOOR EDUCATION AT NORTHERN ILLINOIS UNIVERSITY

THAT Northern Illinois University be granted a Ministerial consent to offer its Master of Science in Education, specializing in Outdoor Education, in Ottawa, Ontario for a period of two years from July 1, 1987 to June 30, 1989.

5.0 DeVry Institute of Technology:

Bachelor of Science in Computer Information Systems (BSCIS); Toronto, Ontario

DeVry Institute of Technology of Chicago, Illinois has applied for a Ministerial consent to offer the Bachelor of Science in Computer Information Systems (BSCIS) at the DeVry Institute of Technology in Toronto, Ontario.

5.1 Status in Home Jurisdiction

DeVry Institute of Technology is accredited by the Commission on Institutions of Higher Education, North Central Association of Colleges and Schools (NCA). The institution underwent a comprehensive evaluation in the fall of 1986 and was accredited for an additional five-year period expiring in 1991. Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by DeVry Institute of Technology, Chicago.

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12. Letter from Ms. Charlotte Lemieux, Director of Education, Ottawa Board of Education, to Mr. L. Fraser, Chairman, C.O.E.O., P.D. Committee, Toronto, Ontario, March 12, 1987.

13. Letter from Mr. Jan Kolaczek, Director, Teacher Education Library, University of Ottawa, to Mrs. Marnie Paikin, March 11, 1987.

A specialized accreditation body, responsible for conducting in-depth evaluations of Computer Information Systems programs in the United States, does not exist. Accreditation of this program is included in the institutional accreditation granted to DeVry.

5.2 Societal Need and Student Demand

DeVry indicates that the Bachelor of Science program in Computer Information Systems will provide graduates with the skills required to fill Programmer Analyst positions. Graduates will have the ability to write computer programs in Cobol and Pascal, develop computer systems according to client requirements and implement the systems. Once graduates of the Computer Information Systems BSc program have gained sufficient work experience they will have the ability to move to a Systems Analyst position, which encompasses all aspects of analysis, design, implementation, and customer service required by clients when they introduce computerization, or change their computerization needs.[14]

DeVry, Toronto, projected new enrolments in the degree program of 600 students in 1986, with Fall enrolments expected to reach 650 students in 1987, 625 in 1988, and 533 in 1989.[15] Upper year students enrolled in the existing Computer Information Systems Diploma program are included in these projections, since DeVry expects existing students to transfer directly into the corresponding year of the proposed degree program.

Companies which have previously hired Computer Information Systems diploma graduates from DeVry, Toronto include Hewlett Packard, IBM, Northern Telecom, and the Bank of Montreal. DeVry indicated that 55% of Ontario employers they had surveyed in 1986-87 believed that Bachelor degree graduates generally would be more promotable in the long-term than diploma graduates.[16] However, Council notes that the DeVry Computer Information Systems degree program would exactly replicate the existing diploma program and that, in fact, the qualifications of graduates of both programs would be exactly the same.[17] In effect, the granting of a Ministerial consent in this case would result in more highly credentialed but not more educated DeVry graduates in the workplace.

The results of a survey which DeVry, Toronto, conducted with a group of Ontario employers to illustrate societal demand, indicated that the minimum educational qualification employers most often required for entry-level positions in Computer Information Systems was a college diploma (37.3%). Less than twenty-two per cent indicated that they required entry-level employees to possess a bachelors degree.[18] Clearly this indicates that there is a societal need for DeVry's existing diploma program. Council is not convinced that a societal need exists for the proposed program, particularly, in view of a general decline in applied computer program applicants at Ryerson Polytechnical Institute and at the Colleges of Applied Arts and Technology (CAATs), where diploma programs are offered which are most

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14. Telephone conversation with Mr. Dean Charran, President, DeVry Institute of Technology, March 24, 1987.

15. DeVry Institute of Technology, Response to OCUA Request for Additional Information, February 25, 1987, pp. 5-1 and 5-2.

16. Ibid., p. 1-17.

17. Ibid., p.2-29, and DeVry Institute of Technology Toronto, Ontario, 1987 Academic Calendar, p. 40.

18. DeVry Institute of Technology, Response to OCUA Request for Additional Information, February 25, 1987, p. 1-22.

like the proposed DeVry program.

According to Ryerson the number of first choice applications received between 1984 and 1986 for their Bachelor of Technology programs in Applied Computer Science fell by almost 45%. At the same time applications to Computer Science diploma programs at the CAATs declined by over 40%.[19] A decline in the number of applications to existing programs in Ontario does not indicate to Council that there is a significant and growing demand on the part of students seeking admission to more comprehensive programs in computer technology.

Council believes that, should DeVry be empowered to grant degrees, this would distort the existing distinction between the college and the university systems since DeVry would be accepting students at the Grade 12 level, without Ontario Academic Credits, as do community colleges, would be offering a program similar to the programs offered at the community college level, and yet would be granting a degree to graduates which both CAATs and Ryerson are prohibited from granting. Council believes that authorizing DeVry to offer Bachelor of Science in Computer Information Systems degrees in Ontario is inconsistent with the specialized purpose and role of the CAATs system relative to Ontario's degree-granting institutions.

Upon review of the DeVry proposal for a Ministerial consent to grant degrees in Ontario, the Ontario Council of Regents for Colleges of Applied Arts and Technology substantiated Council's concerns in this regard:

> In the context of Ontario's post secondary education system, DeVry's role appears more akin to that of the colleges but narrower in overall scope.
>
> There are [in the Ontario higher education system] programs, that in our view, prepare comparable graduates to the DeVry Institute and at this time are competitive. Should the Institute be granted degree granting status, the colleges could be expected to actively promote change to ensure that the competitive position of college graduates is not compromised.[20]

The evidence suggests to Council that a case for societal need for the proposed degree program in Computer Information Systems cannot be demonstrated from either an industry or Ontario educational system perspective.

5.4 Recommendation

It is Council's view that DeVry's application for the Computer Information Systems Bachelor of Science degree program does not meet all of the criteria and, therefore, should not receive Ministerial consent.

Accordingly, Council *recommends to the Minister:*

OCUA 87-14
BACHELOR OF SCIENCE IN COMPUTER INFORMATION SYSTEMS AT DeVRY INSTITUTE OF TECHNOLOGY

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19. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 9.

20. Letter from Ms. Laura Barr, Acting Chairman, Ontario Council of Regents for Colleges of Applied Arts and Technology, to Mrs. Marnie Paikin, April 8, 1987, p.2.

THAT DeVry Institute of Technology not be granted a Ministerial consent to offer the Bachelor of Science in Computer Information Systems program in Ontario.

6.0 DeVry Institute of Technology:

Bachelor of Science in Electronics Engineering Technology (BSEET); Toronto, Ontario

DeVry Institute of Technology of Chicago, Illinois has applied for a Ministerial consent to offer the Bachelor of Science in Electronics Engineering Technology (BSEET) at the DeVry Institute of Technology in Toronto, Ontario.

6.1 Status in Home Jurisdiction

DeVry Institute of Technology is accredited by the Commission on Institutions of Higher Education, North Central Association of Colleges and Schools (NCA). The institution underwent a comprehensive evaluation in the Fall of 1986 and was accredited for an additional five-year period expiring in 1991.

The Bachelor of Science program in Electronics Engineering Technology is accredited by the Technology Accreditation Commission of the Accreditation Board for Engineering and Technology (ABET). Based on a comprehensive evaluation of the program in 1981-82 it was accredited for a period of six years. A reaccreditation visit is scheduled for 1987-88.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by DeVry Institute of Technology.

6.2 Societal Need and Student Demand

The Bachelor of Science program in Electronics Engineering Technology proposed by DeVry Institute of Technology is intended to provide graduates with electronics engineering skills that are directly related to the needs of local industries. DeVry's program emphasizes the three professional areas of communications systems, microprocessor systems and control systems. Specialization in other electrical engineering disciplines is not available.

DeVry expected to enrol 324 new students in the Bachelor of Science in Electronics Engineering Technology program in 1986, and have 326 of their existing students transfer from the diploma program to the degree program for a total of 650 students enrolled. For 1987-88 new enrolments were projected to rise to 350 per year, while total enrolment would remain stable at 600 students enrolled per year. In 1989 new enrollment was projected to increase to 527 students and total enrolment was projected to rise to 736 students.[21]

DeVry cites the Report of the Ontario Task Force on Employment and New Technology as evidence of the societal need for graduates of the proposed program. This Report projects that the rate of technological change will continue to accelerate over the next ten years and that the dominant technological features of future growth and change will involve a wide range of micro-electronics, computers, telecommunications and information technologies. It also suggests that there will be a shortage of

21. DeVry Institute of Technology, Response to OCUA Request for Additional Information, February 25, 1987, pp. 5-1 to 5-2.

people trained in these areas.[22] Their analysis of this Report leads DeVry to suggest that:

> [We are] providing high-tech education for many young people in Ontario that is directly related to the needs of emerging and growing industries...one of the major factors stopping graduates from progressing faster into various occupational groups, such as management, is the lack of a recognized degree. If graduates could achieve degreed status, DeVry would be giving them a greater opportunity for career development as well as satisfying a growing demand by the employers of Ontario.[23]

However, results of a survey which DeVry conducted in late 1986, of Ontario employers who had previously hired graduates from DeVry's Electronics Engineering Technology program for an entry level Electronics Engineering Technology position, do not substantiate DeVry's claim that there is a need for the proposed program. Responding to the question:

> If your company hired a graduate from DeVry's Electronics Engineering Technology program in 1986 (Q. 4c), which one of the following would best describe who would you hire for an entry-level Electronics Engineering Technology position in 1987 if DeVry were to grant bachelor's degrees?

Only 14% of the employers surveyed indicated that they would hire a bachelor's degree graduate in the electronics engineering technology field.[24]

Council cannot consider this to be indicative of sufficient societal demand for a DeVry Bachelor of Science degree program in Electronics Engineering Technology, particularly given the declining applications for similar programs at CAATs and at Ryerson.

Ryerson Polytechnical Institute indicated that the content of DeVry core courses in Circuit Analysis, Electronic Devices and Digital Systems is very similar to corresponding courses offered at Ryerson.[25] However, the DeVry program offers significantly less depth than a similar program at Ryerson, particularly in the areas of Mathematics, and Physics, the Humanities and Social Sciences.[26] The DeVry program is also similar to electronics engineering programs offered by the Ontario Colleges of Applied Arts and Technology (CAATS), although it was noted by the Ontario Council of Regents for Colleges of Applied Arts and Technology that DeVry's role, by comparison, is more narrow in scope.[27] Council notes that between 1984 and 1986 the number of first choice applications to Ryerson Polytechnical Institute's Bachelor of Technology degree programs in electrical engineering

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22. Ibid., pp. 1-1 to 1-12 and DeVry Institute of Technology, Application for Ministerial Consent to Grant Bachelor's Degrees, May 21, 1986, p. 1-1 and 1-3.

23. Ibid., p. 1-1.

24. DeVry Institute of Technology, Response to OCUA Request for Additional Information, February 25, 1987, p. 1-18.

25. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 4.

26. Ibid., pp. 3 and 4.

27. Letter from Ms. Laura Barr, Acting Chairman, Ontario Council of Regents for Colleges of Applied Arts and Technology, to Mrs. Marnie Paikin, April 8, 1987, p. 2.

fell by almost 33%. Applications to electronics engineering programs at the CAAT's also declined significantly during the same period.[28] Declining enrolments in Ontario programs most similar to DeVry's proposed program does not indicate to Council that there is an increasing student demand for another electronics engineering technologist training program in Ontario.

Additional concerns with regard to the need for this degree program parallel those noted in Council's review of societal need and student demand for DeVry's proposed Bachelor of Science program in Computer Information Systems (see Section 5.2).

Council concludes that although there is a societal demand for the DeVry diploma program in Electrical Engineering Technology, a societal demand for the Bachelor of Science program in Electronics Engineering Technology proposed by DeVry cannot be established.

6.3 Recommendation

It is Council's view that DeVry's application for the Electronics Engineering Technology Bachelor of Science degree program does not meet all of the criteria and, therefore, should not receive Ministerial consent.

Accordingly, Council *recommends to the Minister:*

OCUA 87-15
BACHELOR OF SCIENCE IN ELECTRONICS ENGINEERING TECHNOLOGY AT DeVRY INSTITUTE OF TECHNOLOGY

THAT DeVry Institute of Technology not be granted a Ministerial consent to offer the Bachelor of Science in Electronics Engineering Technology in Ontario.

7.0 International Correspondence Institute: Bachelor of Arts in Bible/Theology; Peterborough, Ontario

The International Correspondence Institute (ICI) of Missouri, United States, through its office in Brussels, Belgium, has requested a Ministerial consent to offer its Bachelor of Arts in Bible/Theology by correspondence from the Eastern Pentecostal Bible College, (EPBC) in Peterborough, which has been designated as its Canadian office.

7.1 Status in Home Jurisdiction

The International Correspondence Institute is incorporated as a non-profit educational institution in the state of Missouri. The International Correspondence Institute is fully accredited by the Accrediting Commission, National Home Study Council (NHSC), which is a national accrediting body recognized by the Council on Post-secondary Accreditation (COPA) and the United States Department of Education.[29] The Government of Belgium has extended full authorization for ICI's international operations there.[30]

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by the International Correspondence Institute.

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28. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 9.

29. By virtue of COPA recognition, NHSC and regional accrediting bodies have equal status in the accrediting community, which extends to their respective accredited institutions.

30. Telex provided by the Belgium Consulate, Toronto, January 7, 1987.

7.2 Societal Need and Student Demand

The Bachelor of Arts in Bible/Theology program enables individuals to earn a degree combining flexible study schedules with the convenience of studying at home.

The program attempts to meet the needs of three types of students:

1. Bible College students who wish to do part of their program by correspondence;
2. Students studying for personal interest;
3. Students unable or not wishing to attend a regular institution, who wish to study by correspondence.[31]

Upon graduation from this program, individuals may obtain a ministerial licence with the Pentecostal Assemblies of Canada.

There are currently 650 students enrolled in this program. The ICI projects a total enrolment of 1000 students over the next five years.[32]

Council is satisfied that student demand exists for this program and that it is meeting a societal need not currently being met by an Ontario institution.

7.3 Ontario On-Site Facility and Library Services

The Bachelor of Arts in Bible/Theology will be available by correspondence from a Canadian office, established on the premises of the Eastern Pentecostal Bible College in Peterborough. The Academic Dean of EPBC serves as the Canadian Director and program administrator of the ICI program. Office, storage space, mailing facilities and computer services are made available to the ICI office by EPBC.

Students studying ICI correspondence courses may utilize the EPBC library which houses 24,000 volumes, most of which are in the theological area, and which support the type of theological degree offered by ICI. Students residing at great distance from the EPBC campus, who would not have access to the Peterborough campus, would be required to utilize local public and private library collections.

For each course, ICI produces a study manual upon which the course is based. Each course is also based upon a textbook. As with other correspondence courses, the bulk of the course-work is based upon the manual and text.

Council is satisfied that the Ontario on-site facility and library services of the International Correspondence Institute are adequate.

7.4 Recommendation

On the basis of the above considerations, Council believes that the International Correspondence Institute should be granted a Ministerial consent for a period of two years, from July 1, 1987 to June 30, 1989 on the condition that it has re-authorized EPBC in 1989 to administer the programs in Ontario. Further, it should be the responsibility of the Ministry to ensure that this condition is met.

Accordingly, Council *recommends to the Minister:*

OCUA 87-16

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31. Letter from Mr. Carl Verge, National Director, International Correspondence Institute, Peterborough, Ontario, to the Ministry of Colleges and Universities, December 17, 1986, p. 2.

32. Ibid., p. 2.

BACHELOR OF ARTS IN BIBLE/THEOLOGY BY CORRESPONDENCE FROM THE INTERNATIONAL CORRESPONDENCE INSTITUTE

THAT the International Correspondence Institute be granted a Ministerial consent to offer its Bachelor of Arts in Bible/Theology by correspondence from the Eastern Pentecostal Bible College in Peterborough, Ontario for a period of two years from July 1, 1987 to June 30, 1989, the consent granted on the condition that the Eastern Pentecostal Bible College maintain its authorization to offer ICI programs in Ontario.

8.0 Southern Connecticut State University:

Master of Special Education, Interdisciplinary Special Education Concentration; Sudbury, Ontario

Southern Connecticut State University of New Haven, Connecticut has made application for a Ministerial consent to offer its Master of Special Education, Interdisciplinary Special Education Concentration, at Cambrian College, in Sudbury.

8.1 Status in Home Jurisdiction

Southern Connecticut State University is accredited by the New England Association of Schools and Colleges, Inc., Commission on Institutions of Higher Education. The University was most recently reaccredited in 1982 for a period of ten years. A fifth-year interim report and focused evaluation was conducted in the Spring of 1986 and a subsequent focused evaluation is scheduled for 1988. The next comprehensive evaluation for Southern Connecticut State University will be conducted in the Fall of 1991.

The Master of Special Education program is included in the institutional accreditation granted to the University. According to the National Council for Accreditation of Teacher Education, a specialized accrediting body responsible for special education programs of this nature does not exist.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by Southern Connecticut State University.

8.2 Societal Need and Student Demand

The Master of Special Education program has been brought to the Sudbury area to benefit Special Education teachers from local elementary and secondary schools, teachers and administrators from Cambrian College involved with the training of professionals in the fields of social work, child care and mental retardation, and mental health workers working in psychiatric hospitals or mental health clinics in the Sudbury region. Students would be fully-employed professionals who enroll in the program on a part-time basis. If students who are not fully-employed in a related field are accepted into the program, they must have a sponsoring agency (school, hospital, community clinic, Children's Aid Society, etc.) where experiential activities, child studies and clinical projects can take place.[33]

The program is based on the educateur model of multidisciplinary assessment and treatment of clients based on the professional's observation and assessment of all aspects of the clients' environment and experiences.

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33. Letter from Mr. Alcide E. Gour, Dean of Bilingual Programs, Cambrian College, Sudbury, to Mrs. Marnie Paikin, March 13, 1987.

Students receive "hands-on" experience with a variety of populations including the emotionally disturbed, socially maladjusted, delinquent, mentally retarded, learning disabled and physically handicapped. Graduates of the program will have developed observation and recording skills through practical studies and client interaction. They will be familiar with holistic models of client care, and will have studied and practiced different clinical approaches to the various human services they provide.

Professionals in the human services field use this program to conduct research in areas in which their knowledge is limited and to experience different methods of clinical treatment. All aspects of independent study are focused on the student's specific needs for skills and information. Students also have the opportunity to be involved in a one to two-week exchange with students at the home campus. They will be exposed to the American social services system and be placed in local social service agencies near the home campus where they are required to conduct case studies.[34]

No similar degree program is presently available at an Ontario university in Northern Ontario.

The projected maximum enrolment in this program is thirty-five students. Fifty individuals in the Sudbury region have inquired about the program. Fifteen of those have formally applied for entry into the program through the SCSU graduate school.

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

8.3 Ontario On-Site Facility and Library Services

The Master of Science in Special Education will be offered on the campus of Cambrian College, Sudbury, Ontario. Cambrian College will provide the classroom space, office space and equipment necessary to support the program.

The resources of the Southern Connecticut State University are available to all off-campus students including the "Special Education Resource Center" library collection. Borrowed literature, photocopies of journals, and reference assistance are all provided at no cost to the student. A duplicate collection of the most significant journals will be established by Southern Connecticut State University at the Cambrian College campus. First-year students are required to visit the New Haven Campus to receive an on-site library orientation.

Students will also have access to and use of library resources at Laurentian University through the Inter-Regional Library Service System.

Council is satisfied that the Ontario on-site facility and library services provided by Southern Connecticut State University for Ontario students are adequate.

8.4 Recommendation

Council believes that Southern Connecticut State University should be granted a Ministerial consent for two years at the Cambrian College site. Since the New England Association of Schools and Colleges Inc., Commission on Institutions of Higher Education will have completed a focused review of Southern Connecticut State University by 1989, Council suggests that this consent be conditional upon Southern Connecticut State University maintaining its accreditation in the United States. Further, it should be the responsibility of the Ministry to ensure that this condition is met.

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34. Telephone conversation with Dr. George Olshin, Department of Special Education, Southern Connecticut State University, March 24, 1987.

Council also recommends that the Minister request that the appropriate accrediting agency conduct a site-visit of the premises and facilities where the program is offered in Ontario which would determine whether the program, as offered in Ontario, meets the same standards that are applied to the program as it is offered in the home jurisdiction.

Accordingly, Council *recommends to the Minister:*

OCUA 87-17
MASTER OF SPECIAL EDUCATION, INTERDISCIPLINARY SPECIAL EDUCATION CONCENTRATION, AT SOUTHERN CONNECTICUT STATE UNIVERSITY

THAT Southern Connecticut State University be granted a Ministerial consent to offer its Master of Special Education, Interdisciplinary Special Education Concentration, at Cambrian College in Sudbury for a period of two years from July 1, 1987 to June 30, 1989, conditional upon Southern Connecticut State University maintaining its accreditation status in the United States; and that a site-visit be conducted by the appropriate accrediting body to determine whether or not the program offered by Southern Connecticut State University in Ontario meets the same standards as the program offered at the University's home campus in the United States.

Marnie Paikin
Chairman

May 7, 1987

87-III The Ongoing Accessibility Envelope for 1987-88

On March 10, 1987 the Minister of Colleges and Universities asked for Council's advice with respect to the ongoing operation of the "accessibility envelope" recommended in Advisory Memorandum 86-VII. The Minister requested that Council provide advice by April 30, 1987 as to how this envelope will be managed and how enrolment growth beyond current (1986-87) levels will be recognized. In this memorandum, given the time-frame for response, Council outlines some preliminary thoughts on this issue.

1.0 Objectives of the Accessibility Envelope

When Council recommended that an ongoing accessibility envelope be established, it saw this envelope as a vehicle for responding effectively to future accessibility problems as they arose. In Advisory Memorandum 86-VII, Council indicated:

> Council believes there is merit in having in place an ongoing mechanism to respond to accessibility problems in the future. Although it has not been able to develop this mechanism sufficiently to make a proposal at this time, it is prepared to follow-up with further initiatives in 1987. If the up-coming OS:IS bulge is significant, it will be important to have such a mechanism in place. Council envisions the enrolment/accessibility adjustments envelope remaining in place for 1988-89 and beyond. However, this envelope will only allocate funds when the need arises as in the case of an OS:IS bulge. In other years this envelope will remain inactive.[1]

Council's primary objective in setting up this envelope was to have a mechanism in place for Government to react effectively to temporary or short-term accessibility problems which might occur in the future and thereby ensure that there would be access to university education for qualified students.

The Minister has indicated that Government wishes to be more proactive than anticipated by Council. He identified several specific objectives for the accessibility envelope over the next several years:

> Separate and apart from this basic operating grants envelope, however, the government will establish an ongoing accessibility envelope which will be operational in 1988-89 and will recognize enrolment growth beyond current (1986-87) levels. This envelope will be used to respond positively to increases in enrolment demand. Such an increase may arise from the implementation of the OS:IS (Ontario Schools: Intermediate and Senior) reform of secondary school curriculum. Equally important, however, will be the use of this envelope to enhance accessibility for all qualified students, and to increase participation, in spite of the projected decline of the 18-24 year age group in our population. This fund

1. Ontario Council on University Affairs, Advisory Memorandum 86-VII, pp. 36 and 37.

will be used to enhance opportunities for all qualified students, especially adults, part-time students and under-represented groups in our society.[2]

Council notes that Government has made a commitment to enhancing general accessibility to university education and for the specific groups identified. The issues posed by this broadened set of objectives are complex and far-reaching. In the time available, Council has not been able to deal adequately with the array of issues associated with developing an approach to achieving the multiple objectives identified. Instead, Council discusses in a general manner a broad funding framework for approaching the funding issues raised by the accessibility envelope and provides specific advice for funding the anticipated increased enrolment demand for 1987-88. In Council's judgement, the most pressing issue to be addressed is the funding of the anticipated 7% increase in full-time undergraduate applications for the Fall of 1987 and the anticipated OS:IS bulge in 1988. Consequently, this memorandum concentrates on funding increases in general enrolment such as that anticipated for this Fall and associated with the OS:IS bulge. Council will address in a more comprehensive manner enhancing opportunities for underrepresented groups and make specific recommendations with respect to the OS:IS bulge at a later date.

In the process of preparing its advice, Council requested that each institution, the Council of Ontario Universities (COU), the Ontario Federation of Students (OFS) and the Ontario Confederation of University Faculty Associations (OCUFA), suggest approaches to operating this envelope in future years to achieve each of the objectives identified by the Minister. The short time-frame for dealing with this issue necessarily limited the number and detail of the responses submitted, but Council found the submissions helpful and appreciates this input.

2.0 Funding Policy Perspective

The primary thrust of the new formula grants mechanism is to provide institutions with stable core funding in order to achieve the following aims:

(a) protect institutions' funding from the impact of the actions of other institutions;

(b) reduce the incentive for institutions to use growth only for the purpose of increasing their share of total operating grants;

(c) provide the opportunity for quality considerations as well as for quantity consideration in academic decisions; and

(d) reduce short-term variations in funding which may result from fluctuating enrolment patterns in future years.[3]

Measures intended to deal with short-term problems should not impact

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2. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, March 10, 1987, pp. 2 and 3.

3. Ontario Council on University Affairs, Advisory Memorandum 86-VII, p. 9.

negatively on long-term funding objectives. Council reiterates its conviction that first priority must be given to stable core funding. In moving to the stable funding environment provided under the new formula grants mechanism, Council realizes that it is important to have in place a separate mechanism to deal with accessibility problems which might arise in the future. However, it is equally clear to Council that this separate accessibility envelope should not be dealt with in isolation from the overall funding policy of Government. This envelope is part of an integrated package of funding mechanisms. It is important that initiatives funded through this envelope support and work in conjunction with other funding mechanisms.

To have an effective overall funding policy, the funding mechanisms used to distribute accessibility envelope funds must not undermine the objectives of the other funding envelopes, particularly the stability objective associated with the formula grants envelope. Unless appropriately conceived, the accessibility envelope could compel institutions, once again, to enter into the competition for students experienced in the past in order to maintain their share of an inadequate funding pot. In Council's view, such an unfortunate outcome can and must be avoided.

3.0 The Ongoing Accessibility Envelope

Council believes that the accessibility envelope can effectively enhance university accessibility, as well as support and maintain the objectives and integrity of the new operating grants system, if the following approach is followed:

(i) provide adequate financial support for stable core funding;
(ii) provide accessibility funding, through the accessibility envelope, on a short-term, current need basis in sufficient amounts; and
(iii) when it becomes clear that the enhanced accessibility funded through the accessibility envelope is not a temporary or short-term phenomenon, incorporate the funding for this long-term increase in demand in base funding through the formula grants envelope or through appropriate extra-formula grants.

3.1 Adequate Core Funding

Before allocating funds for enhancing accessibility through the accessibility envelope it is important that formula grants and other ongoing base grants such as bilingualism grants, Northern grants, differentiation grants, and research overhead/infrastructure grants be supported at appropriate levels. If funding increments for these grants are inadequate in relation to the growth funding associated with the accessibility envelope, the accessibility envelope could become the vehicle for institutions to subsidize their underfunded existing services. It would be folly to pursue a policy of increased accessibility to Ontario universities if that policy brought about a deterioration in the quality of education provided. Without adequate core funding, growth funding through the accessibility envelope could have this result. Council strongly urges Government to ensure that adequate core funding is available. Council will identify an appropriate level for core funding later this year in its Advisory Memorandum on funding needs for 1988-89.

3.2 Accessibility Envelope Short-term Funding

As noted above, when Council first examined the need for an ongoing accessibility envelope, it believed that from time to time this envelope would be inactive. This reflected Council's view that this envelope should provide funding on a short-term basis in accordance with the needs at the time. While the objectives of the envelope have been broadened by Government, Council continues to believe that this envelope should provide short-term accessibility funding in accordance with existing needs and initiatives to improve university access.

Council's short-term funding position stems from two considerations. First, initiatives to be undertaken by this envelope are not "base" or "core" funding initiatives. This envelope is to be used to improve access "on the margin". Ontario already has a widely accessible university system, whose infrastructure and ongoing operation are appropriately supported by base funding. The Minister has indicated that the accessibility envelope is intended to recognize enrolment growth beyond current (1986-87) levels. Until this incremental activity is found to be sustained and ongoing, it is appropriate for it to be funded as incremental, non-base funding.

Second, a short-term funding mechanism can be designed to provide the flexibility needed to respond to rapidly changing needs. In Council's view, accessibility concerns will change over time and these changes can be both significant in magnitude and unpredictable. This is particularly true for general enrolment demand such as the short-term problem of finding places for an increase in applicants for Fall 1987. A short-term funding mechanism can also provide the flexibility to accommodate a variety of approaches to enhancing opportunities and meeting the accessibility needs of underrepresented groups. Council believes, for example, that a variety of approaches could be explored to enhance opportunities for access to university. With short-term funding, these approaches could be tested, continuing to fund those found to be successful and phasing-out those which are unsuccessful.

3.2.1 General Enrolment Growth - The OS:IS Bulge

The most significant accessibility problem to be faced in the near future is likely to result from the possible increase in secondary school applicants created by the OS:IS secondary school curriculum change. The problem is one of finding places for increased numbers of students in all programs. There is no reason to believe that OS:IS students will have any different preferences for program offerings than current students. Consequently, universities will not be able to accommodate them by filling gaps in less popular programs. The pressures on popular programs will likely be extreme.

The size of the OS:IS bulge is extremely important for determining prescriptive solutions. COU has indicated:

> Although it is not possible to make accurate projections, in the judgement of the COU Committee on Enrolment completing secondary schooling in four years rather than five will produce an increase in the number of applicants to first year university in September 1988 of at least 8%. Moreover, the increase could be

as high as 25%.[4]

At this time, however, it is impossible to predict accurately the magnitude of the possible bulge and the capacity necessary to deal with it. The results of Phase III of the joint Ministry of Colleges and Universities and Ministry of Education survey of secondary school student intentions will not be available for several weeks. Earlier this year COU set up an OS:IS Contingency Planning Task Force to look into the issues posed by an OS:IS bulge. COU was unable to provide Council with advice on OS:IS in the time allotted. A significant amount of work will have to be undertaken in upcoming weeks before the impact from and response to OS:IS are more clearly focused. Council is also reluctant to duplicate the efforts of COU by dealing with this matter in any detail at this time.

While Council is not in a position to make detailed recommendations on dealing with OS:IS at this time, it is seized with the urgency of the issue. The time-table is short for planning initiatives to meet any increased demand for 1988. This matter must be dealt with later this Spring and Summer to provide institutions with adequate lead-time to make the arrangements necessary to meet the anticipated increase in enrolment demand for 1988. Council appreciates and supports the efforts and initiatives already undertaken by the institutions through COU to identify where institutional capacity can be expanded to accommodate increased demand. Their co-operation will be of vital importance to meet possible enrolment growth. Council supports COU's efforts through its OS:IS Contingency Planning Task Force in this area.

Government must work with universities to solve the problem. It must be willing to provide adequate resources to meet this enrolment demand. Since there appears to be little institutional capacity available at current funding levels, it may be relatively expensive for institutions to increase intake. At this time, Council has been unable to evaluate the cost of accommodating an enrolment increase of the magnitude projected by COU. However, Council believes that Government must be prepared to fund the incremental cost incurred. While it would be prudent to fill existing capacity at lower marginal costs first, if enrolment demand increases to the levels projected by COU, these opportunities will be quickly exhausted and relatively expensive short-term initiatives to accommodate this demand will have to be funded adequately.

3.2.2 General Enrolment Growth - Enhanced General Participation

As noted above, the Minister of Colleges and Universities has indicated that Government wishes to enhance general accessibility to university for all qualified students and to increase participation in university. Participation has been increasing for several years and it appears that this trend will continue in 1987-88. The most recent application statistics for the Fall of 1987 indicate that the number of applicants to Ontario universities is up by just over 7%. Council knows that decisions on admission will be made by institutions early in June and shares Government's concern that qualified applicants should have the opportunity to undertake university education.

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4. Letter from Dr. Alan J. Earp, Chairman, Council of Ontario Universities, to the Honourable G. Sorbara, Minister of Colleges and Universities, January 6, 1987.

At this time, it is uncertain whether the increase in applications to Ontario universities for the Fall of 1987 reflects a continuation of the trend to higher participation rates, albeit a significant jump, or, at least in part, is OS:IS influenced. Preliminary information on the number of 18 year old applicants suggests that there is some OS:IS influence present. However, it will be difficult to distinguish between these two influences for 1987-88 and for the subsequent OS:IS bulge years.

3.2.3 Options for Funding General Enrolment Growth

Government has made a commitment to enhance general accessibility and participation as well as to fund the OS:IS bulge. Council believes it would be impractical to distinguish between these two sources of students. If additional funding were only to provide for accommodating OS:IS cohort students, access could be denied to qualified non-OS:IS students. Therefore, Council recommends that new enrolment growth resulting from either a general increase in participation or from the influence of the OS:IS cohort should be treated equally. Government reinforces this notion of equal treatment by indicating that growth beyond current (1986-87) levels be recognized.

Council has identified three options for funding increases in enrolment resulting from the combination of the OS:IS bulge and increased general accessibility. Each approach responds to the Minister's desire to recognize enrolment growth beyond current (1986-87) levels.

The first approach would fund incremental Basic Income Units (BIUs) beyond current year (1986-87) levels at a level of average Base Basic Operating Income (Base BOI) per Base BIU, less the formula fees collected for these incremental students. Funding should be based on a short-term commitment of three to four years, then reviewed for continued short-term support or a base funding commitment. This short-term commitment acknowledges the commitment that institutions must make to students who are accepted into programs of study. The incremental BIUs and formula fees funded through the Accessibility Envelope should not be included in the Moving Average BIU and formula fee counts found in the Formula Grants envelope, since this would result in a "double-counting" of these students for current and future funding purposes. Under this approach, Council would not entertain changes in funding corridors in the Formula Grants envelope until an adequate case for a long-term and sustained enrolment increase could be made.

In order that recognition for new enrolments in 1987-88 be given, funding for additional 1987-88 BIUs will have to be slipped one year (funded in 1988-89). However, if the OS:IS bulge is as large as is currently projected, it will be extremely difficult for institutions to cope with the increased costs incurred for these incremental students on a slip-year basis. Therefore, it will likely be necessary to provide this funding on a current-year basis for 1988-89 and beyond.

While this approach is relatively simple administratively, Council recognizes that it has some serious short-comings. Recognizing all enrolment growth beyond 1986-87 levels will not only fund increased intake, but also the flow-through of students which has resulted from increased intake and retention from previous years. Institutions which have not increased intake could conceivably benefit from being funded for a flow-through phenomenon, which would not help meet increased future demand. It could also fund shifts in enrolment to higher weighted programs without

meeting additional student demand.

A related problem could arise in the future, where total system enrolment remains constant with some institutions having accessibility envelope funded increased enrolment and others having a reduction in enrolment. Under this situation, no net gain in accessibility will occur while accessibility funding is being allocated.

This average revenue approach also does not recognize or account for the additional short-term costs that are associated with the significant enrolment increases projected for the OS:IS bulge. In particular, there are likely to be additional space needs which will have to be met through space rental or addition of temporary accommodations. These types of costs will need to be funded to ensure that institutions can meet the extraordinary demand projected.

Council also recognizes that current-year funding could present problems for Government's budgeting of transfer payments. However, given the possible increases in intake and total enrolment that may have to be absorbed in one year of the OS:IS bulge period, some provision must be made for funding large incremental costs at the time they occur. Institutions will have to make commitments to hire people and expand the space and equipment available prior to accepting increased enrolments.

The second option that Council has explored would fund in 1987-88 incremental first-year undergraduate intake beyond 1986-87 first-year undergraduate intake levels at a level of average Base BOI per Base BIU, less the formula fees associated with these incremental students. In the subsequent three years, these two cohorts would need to be tracked and the positive difference between the BIUs for the cohort which began in 1987-88 and the cohort which began in 1986-87 at each level of study (year 2, year 3 and year 4) would be funded at an average revenue rate. Subsequent cohorts of new entrants would be funded beyond 1986-87 cohort levels if it was deemed appropriate that accessibility funding be provided. For each new cohort approved for accessibility funding, a commitment of funding for up to four years would be made.

As with the first option, the incremental BIUs and formula fees funded through the Accessibility Envelope should not be included in the Moving Average BIU and formula fee counts found in the Formula Grants envelope, since this would result in a "double-counting" of these students for current and future funding purposes. Under this approach, Council would not entertain changes in funding corridors in the Formula Grants envelope until an adequate case for a long-term and sustained enrolment increase could be made.

This approach overcomes some of the shortcomings of the first option. It only funds increases in future demand. Most important, it does not fund the flow-through of past increases in intake and changes in retention. It also should be less prone to funding shifts in enrolment to higher weighted programs without meeting additional student demand since it does not fund graduate enrolment growth. In addition, Government can closely monitor trends in general enrolment demand in future years and determine if accessibility funding is warranted for upcoming cohorts of new entrants before committing to four years of funding for these students.

The major concerns with this approach are that it is administratively more complex than option one and may not be technically feasible for 1987-88. For the first cohort, it requires that new first year undergraduate students in 1986-87 and 1987-88 be "flagged" and "tracked" for four years to compare relative levels for each year of study. Subsequent cohorts will

require a similar degree of tracking. There are questions about the technical feasibility of this approach which appear insoluble in time for implementation for slip-year funding for the 1987-88 cohort.

Similar to option one, this approach does not recognize or account for the additional short-term costs that are associated with the significant enrolment increases projected for the OS:IS bulge.

Under the third approach to meeting accessibility needs for a general increase in demand, Government would ask institutions to indicate, by discipline, the number of additional students (BIUs) each institution could accommodate, and what additional funds would be required to accommodate those students. Government would take a proactive role in negotiating how increased demand would be accommodated. Again, funding would likely have to be provided on a slip-year basis for 1987-88 and on a current-year basis for subsequent years. The BIUs and formula fees associated with this funding would have to be identified and excluded from each institution's count of Moving Average BIUs and formula fees to ensure that there is no double counting.

A major draw-back to this approach is that it will be administratively time-consuming and complex. This is of particular concern for meeting increased enrolment demand from 1987-88. The timing is short to use this method effectively for the Fall of 1987. However, Council cautions against rejecting this approach on the basis of expediency. Another concern that should be weighed is the degree of intervention by Government this approach may require. Decisions on levels of admissions and enrolments can have a profound effect on the quality of education offered. Institutions must be able to ensure that they can continue to provide a high quality educational experience.

Given the above considerations, Council believes it may be appropriate to combine some of the approaches identified. Either option one or option two could be combined with option three to meet general accessibility funding needs more effectively. Both of these combinations provide per BIU funding for eligible incremental enrolments as well as accommodating for extraordinary costs beyond this automatic entitlement through negotiation.

Combining options one and three would require a clear commitment to fund incremental enrolments for a three to four year period at a specified level. That is, fund the incremental total BIUs beyond current (1986-87) levels at a set level, inflated annually over the period of commitment. In addition to this funding commitment, institutions should be able to submit proposals for further funding, if they can make a case for additional cost coverage beyond the formulaic funding level. Such proposals should include estimates of numbers of additional enrolments by discipline accommodated by this funding for the period of the funding commitment, as well as the incremental costs to be incurred.

Combining options two and three would require a clear commitment to fund the incremental intake cohort for a four-year period. In addition to this funding commitment, institutions should be able to submit proposals for further funding, if they can make a case for additional cost coverage beyond the formulaic funding level.

In each case, the level of funding per BIU should be identified at the outset of the commitment. Council has not come to a conclusion about an appropriate level. The average revenue level indicated above might be considered. However, as some institutions have indicated, a case can also be made for funding at a level less than average revenue. Council believes

that the level of incremental BIU funding should be chosen carefully to ensure adequate support for accommodating increased enrolment demand. The level of support required for additional costs will depend upon the level of incremental BIU funding provided and institutional circumstances.

For 1987-88, it would appear to be feasible to provide slip-year funding for additional BIUs. Special cost funding would not be possible. In subsequent years, special cost funding should be provided on a current year basis. Institutions should be able to estimate these costs prior to the fiscal year. If possible, current year funding should also be provided for incremental BIU funding in 1988-89 and beyond.

3.2.4 Underrepresented Groups

The issues involved with expanding opportunities for underrepresented groups are, in some respect, similar to those of increasing long-term general participation. However, by focusing on the specific needs of targeted groups, Council believes that appropriate initiatives can be identified and implemented which would promote and enhance accessibility. A flexible approach to meeting the needs of these individuals is essential if an effective program is to be undertaken.

At this time, Council is not in a position to make specific suggestions as to the most appropriate approaches to enhancing the opportunities of underrepresented groups such as adult learners, part-time students, physically handicapped students, Franco-Ontarians, native people and Northern Ontarians. In each case there are many issues that should be explored. In its submission to Council, the University of Guelph outlined some of the considerations which will have to be dealt with for one such group, handicapped students:

> With respect to underrepresented groups in our society, we would note that from our experience with handicapped students, considerable extra costs are incurred if such students are to be given the full educational experience that they may rightly expect. If the numbers of handicapped students (to use but one example of an underrepresented group) are to be significantly increased then we would suggest that a funding distribution mechanism be delayed until some reasonable estimate can be made of the additional costs involved. While it would probably be more efficient from a cost standpoint to designate one institution to deal with students with a visual handicap, one for those with hearing problems and one for those with a mobility problem, such a solution would seem undesirable for social reasons. Thus each institution may have to bear all the additional costs.[5]

Council is aware of the importance and complexity of the issue of enhancing opportunities of underrepresented groups. It will address the issue in detail at a later date.

3.3 Long-term Funding

Council has not been able to address the long-term issues associated

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5. Letter from Dr. B.C. Matthews, President, University of Guelph, to Mrs. Marnie Paikin, April 6, 1987.

with enhancing general accessibility. The issues involved with these objectives are complex and far-reaching. They include economic factors, such as labour market needs, and social and cultural factors, such as parents' occupation, home environment, ethnic origin, student's age and sex, and peer group and school environment. Initiatives at the university level may have limited impact in changing participation. Ensuring that increases in participation are long-term and sustained will require long-term efforts in various areas. Given the nature of these objectives, Council is unable at this time to provide details of the efforts needed to achieve these objectives.

As indicated, funding in the ongoing accessibility envelope should be limited to short-term funding committed for a set period of time. Before committing to further funding an assessment of the funding should be undertaken to see if funding should continue.

In Council's view, this assessment stage is of critical importance. In the case of new initiatives to enhance access by underrepresented groups, these initiatives should be assessed for their effectiveness in improving accessibility as well as evaluated for additional ongoing base funding. In the case of meeting general enrolment demand or increasing general university participation, it is important to evaluate the longevity or permanence of any increase in demand before expanding overall system capacity in a permanent manner.

When the assessment is made, three options could be chosen for the future: (i) if the demand appears to be abating, or the approach has been ineffective, accessibility envelope funding can be withdrawn or phased-out, then any subsequent enrolments beyond 1986-87 levels would be included in the institution's Moving Average in the Formula Grants envelope; (ii) if it appears demand will continue, but not for a sustained period of time, funding could be committed for another identified period of time, with enrolments continuing to be excluded from the Institution's Moving Average in the Formula Grants envelope; and (iii) if it appears that demand will be sustained over a long period of time, the institution can submit a plan and apply to have its Formula Grants envelope corridor shifted upwards, formula support increased and its accessibility enrolments included in its Moving Average. In the third situation, since growth enrolments beyond 1986-87 levels have not been included in an institution's Moving Average before this review, the institution will be requesting a corridor change prior to its eligible Moving Average BIUs going above its corridor.

The assessment stage provides a critical link with the Formula Grants envelope. It is at this stage that Government will make a commitment to ongoing base funding for higher enrolment levels. Council believes that it is extremely important that caution be exercised before making a commitment to base funding for increased enrolment demand.

The 18-24 year age cohort, which comprises the majority of university students, is currently projected to decline by about 19% by 1995 from its peak in 1983. In recent years participation rates have been increasing annually. However, it is extremely uncertain that long-term efforts to increase participation and attract new learner groups (adults and underrepresented groups) will be able to overcome the impact of these demographics. Therefore, caution must be exercised before expanding system capacity in a permanent manner by expanding physical plant or other fixed-cost expenditures.

At the time of a review it will be important to look at existing capacity in the university system as well as the adequacy of existing resources

before increasing capacity at a particular institution. As well, the implications for additional costs through other envelopes such as the program adjustments grants or bilingualism grants must be evaluated. Changes to base funding resulting from improved accessibility must be carried out in a planned manner.

4.0 Funding for 1987-88

In this Advisory Memorandum, Council has provided its preliminary thoughts on the ongoing accessibility envelope. Given the time-frame for response, the breadth of issues involved and the uncertainty surrounding the size of an OS:IS bulge, Council is unable to make recommendations on the ongoing general operation and management of the accessibility envelope at this time. More information is required. Council will undertake the necessary work in the next few months.

Council is aware, however, of the Minister's concern that a mechanism be in place to accommodate the anticipated increase in enrolment demand for Fall, 1987. The Minister has written to the Executive Head of each institution stating:

> I strongly encourage you to act, both individually and collectively, in a manner that endeavours to accommodate fully the increased demand for places. I will expect every possible effort from the university system to help safeguard Ontario's high standards of accessibility in the immediate circumstances and pending the further policy actions referred to above.[6]

In effect, the concern to be addressed by Ontario universities for 1987-88 is to provide sufficient places to meet this increased demand. With this in mind Council, therefore, recommends the implementation of an interim accessibility envelope funding mechanism. Council's preferred mechanism would be option two outlined above, funding in 1988-89 on a slip-year basis each institution's incremental undergraduate BIU intake, thereby funding only the increased new demand. Unfortunately, it has been indicated to Council that, with the reporting data currently available, the Ministry would be unable to identify accurately new BIUs in 1986-87 and 1987-88 and track those enrolments over the next four years. Consequently, Council recommends that, as an interim mechanism, Government fund in 1988-89 on a slip-year basis, the positive difference between each institution's 1987-88 undergraduate BIUs and its 1986-87 undergraduate BIUs (1987-88 undergraduate BIUs - 1986-87 undergraduate BIUs) at a rate equal to the 1988-89 Base BOI per Base BIU, less the formula fees associated with these incremental enrolments. These BIUs and associated formula fees should **not** be included in an institution's Moving Average count in the Formula Grants envelope.

In subsequent years the flow-through of these enrolments should be treated in the same manner as the OS:IS cohort which is yet undefined. Council will provide the Minister with further advice on dealing with enrolment growth for 1988-89 and beyond later this year.

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6. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to the Executive Heads of provincially-assisted universities, May 6, 1987.

Accordingly, Council *recommends to the Minister:*

OCUA 87-18
INTERIM FUNDING MECHANISM FOR ACCESSIBILITY ENVELOPE TO RECOGNIZE INCREASED ACCESSIBILITY IN 1987-88.

THAT the accessibility envelope recognize incremental enrolment growth for 1987-88 by funding in 1988-89 the positive difference between each institution's 1987-88 undergraduate BIUs less its 1986-87 undergraduate BIUs at a rate equal to the 1988-89 Base BOI per Base BIU, less the formula fees associated with the incremental enrolment, and that these BIUs and associated formula fees not be included in an institution's Moving Average count in the Formula Grants envelope.

5.0 Conclusion

Council has not provided specific advice on funding for OS:IS in 1988-89 and beyond, on the long-term aspects of the accessibility envelope and on support for underrepresented groups. More information and thought is needed before these issues can be addressed adequately. Council is convinced that precipitous action on these issues at this time would be unwise and might create more long-term problems than solutions. Council will devote considerable attention to these issues in the next few months and plans to provide the Minister with further advice on the management of the accessibility envelope in the near future.

Marnie Paikin
Chairman

May 7, 1987

87-IV Faculty Renewal Program: Years Two Through Five

On October 17, 1985, the Minister of Colleges and Universities announced the creation of a $50 million University Excellence Fund (UEF), the purpose of which was the enhancement of quality in both teaching and research. One component of the UEF was intended to increase the proportion of younger faculty and women faculty in the university system by providing support ($10 million in 1986-87) for new faculty appointments. The Minister subsequently asked for Council's advice on "the structure and duration of the program", which Council provided in Advisory Memorandum 85-VII. Council took the position that a Faculty Renewal program, if it was to have "any meaningful impact in providing opportunities for new young scholars and women faculty", should involve a five-year commitment of funds.

In the Budget Statement of May 13, 1986 and the Minister's letter of May 26, 1986, the Government announced its intention "that the Faculty Renewal program support 500 new faculty appointments over a five year period, 1986-87 to 1990-91." While the Year 1 (1986-87) positions were to be allocated formulaically, institutions were required to submit detailed plans for the expenditure of funds to be allocated under the subsequent four years of the program. Council was asked "to review these submissions and to recommend the allocation of faculty positions to be supported by the Faculty Renewal fund over the duration of the program".

The Minister indicated that "the ministry foresees the appointment of some 300 faculty during the years 1986-87 and 1987-88; 70 faculty in 1988-89; 70 in 1989-90; and 60 in 1990-91". He also announced that:

> Beginning in 1987-88 eligible expenditures will be limited to:
>
> - hiring new faculty (particularly younger faculty and women faculty) who do not currently hold a tenured position; and
> - transferring existing faculty on part-time and limited term appointments to full-time tenure track appointments.[1]

In this memorandum, Council offers advice on the allocation of faculty positions to be supported by the Faculty Renewal Fund in Years 2 (1987-88) through 5 (1990-91). Council also makes recommendations on the process to be followed in the event that institutions wish to amend their Faculty Renewal plans and on the reporting requirements associated with the program.

1.0 Allocation of Faculty Renewal Positions for Years 2 through 5

On July 21, 1986, Council issued a memorandum which noted various aspects of its approach to the Faculty Renewal Fund and provided information on how Council expected to proceed with the program. This memorandum was followed by a consultative meeting held on August 6, 1986 attended by representatives of the Council of Ontario Universities

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1. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, May 26, 1986.

(COU), the Ministry of Colleges and Universities (MCU) and eighteen institutions.

On December 18, 1986, Council invited institutional Faculty Renewal plans for the years 1987-88 to 1990-91. In its call for submissions, Council noted the objectives of the program, "(i) to increase the number and proportion of young faculty and women faculty in Ontario universities and, (ii) to enhance institutional specialization and excellence", and provided an outline of the expected contents of the institutional plans. Subsequently, nineteen institutions applied for support under the Faculty Renewal program.

In their submissions the institutions were asked to provide, for each proposed position, the departmental affiliation, institutional priority ranking and a statement as to how the proposed appointment would enhance institutional specialization and excellence. Each institution was also asked to provide a description of the appointment process to be used to achieve the objectives of increasing the proportion of young faculty and women faculty and to include a statement indicating that the institution understood that the funds were for five years only and agreed that it was prepared to take over the costs of the position(s) in subsequent years.

The task of assessing the institutional appropriateness of the various proposed positions was assigned to Council's Academic Advisory Committee (AAC). The Committee examined each institutional submission on the basis of a number of evaluative criteria. AAC's report to Council is contained in Appendix A and the results of its deliberations are outlined in Appendix B.

The Minister's announcement of May 26, 1986 stipulated that 500 new faculty would be appointed over the five-year period. Council has been informed by the Ministry that 247 positions were allocated in Year 1. On the basis of the merits of the positions requested in the institutional submissions, AAC recommended the allocation of 50 positions in Year 2, 71 in Year 3, 70 in Year 4 and 62 in Year 5.

Council has reviewed the procedure adopted by AAC in the selection of positions to be recommended for support under the Faculty Renewal program. Their deliberations made use of data from many sources to support the stated criteria of the program. Council finds the process used and the outcomes reached to be credible and appropriate.

Accordingly, Council *recommends to the Minister:*

OCUA 87-19
ALLOCATION OF POSITIONS UNDER YEARS 2 THROUGH 5 OF THE FACULTY RENEWAL PROGRAM

THAT the positions listed in Appendix B of this memorandum be approved for Government support under the Faculty Renewal Program for a period of five years commencing in the year specified.

2.0 Monitoring the Implementation of the Faculty Renewal Program

Council did not ask AAC to assess the efficacy of the various institutional selection processes intended to ensure that the objectives of increasing the proportion of younger faculty and women faculty in the system are met. The procedural and policy mechanisms put forward by the institutions were many and varied. However, Council wishes to note three particularly exemplary procedural mechanisms which may serve as

examples to be emulated by other institutions.

The University of Ottawa has adopted a procedure whereby all advertisements for appointments under the Faculty Renewal program will include the statement "The University is particularly interested in attracting women candidates" and will conduct a more extensive search for female candidates than usual. McMaster University has appointed an Employment Equity Co-ordinator who will, among other tasks, ensure that special efforts will be made to recruit women for Faculty Renewal program positions. York University utilizes an "incentive program" whereby a Faculty may receive additional positions for exceeding a negotiated target or proportion of female scholars hired. Council suggests that COU make available, to all institutions, relevant information on the various procedural and policy mechanisms adopted throughout the system.

In Council's view, a variety of processes have the potential of ensuring that the Faculty Renewal program's objectives are met. Therefore, Council is not prepared to recommend that certain types of procedural or policy mechanisms be required of each institution. The ultimate test is the results actually achieved. Consequently, Council suggests that the results of each year of the program be closely monitored in order to assess the institutions' success in terms of increasing the number (and hence the proportion) of younger faculty and female faculty.

Accordingly, Council *recommends to the Minister:*

OCUA 87-20
FACULTY RENEWAL PROGRAM REPORTING REQUIREMENTS

THAT as a condition of continuing support under the Faculty Renewal Fund program, institutions be required to report to the Minister, by the end of the first fiscal year for which each new faculty member hired under the program is appointed, the following information for each position supported: a) the age of the faculty member hired; b) the sex of the faculty member; and c) his/her appointment status immediately prior to appointment (i.e., whether on a part-time or contractually-limited appointment and whether on the staff of the institution or that of another institution).

3.0 Institutional Requests for Changes to Approved Positions

In its memorandum of July 21, Council stipulated that institutions would be able to submit "changes to approved plans in subsequent years where institutions believe it is necessary". It is Council's view that the benefits of the program are enhanced by this process. The institutions' performance in terms of the goals of the program will be a factor in assessing the desirability of any proposed changes. As well, the advice of the AAC will be sought in the evaluation and approval of any proposed changes.

Accordingly, Council *recommends to the Minister:*

OCUA 87-21
CHANGES TO APPROVED POSITIONS UNDER THE FACULTY

RENEWAL PROGRAM

THAT institutions be requested to submit to Council, by November 1st of each year, any proposed changes to their individual faculty renewal plans, for recommendation to the Minister, including: a) the departmental affiliation; and b) a statement on how the proposed appointment will achieve the program's objective of enhancing institu- tional specialization and excellence.

Marnie Paikin
Chairman

May 21, 1987

Appendix A

Academic Advisory Committee
Ontario Council on University Affairs
700 Bay Street, 7th Floor
Toronto, Ontario
M5G 1Z6

May 20, 1987

Mrs. Marnie Paikin
Chairman
Ontario Council on University Affairs
700 Bay Street, 7th Floor
Toronto, Ontario
M5G 1Z6

Dear Mrs. Paikin:

Re: Faculty Renewal Fund Recommendations

The Academic Advisory Committee has recently completed its recommendations for the allocation fo the 253 Faculty Renewal Fund positions made available to the universities on a competitive basis through the University Excellence Fund for the years 1987-88 through 1990-91.

The Committee understands that the major aims of the Faculty Renewal component of the University Excellence Fund are to promote excellence and specialization, and to increase the proportion of yonger faculty and women faculty in the system. With its recommendations, the Committee has attempted to facilitate the achievement of these goals.

In making its recommendations the Committee agreed that the evaluative criteria would include, but not necessarily be restricted to: the degree of institutional involvement in the area in which the position was requested; the quality of the program for which the position was proposed; the age and gender of existing faculty; the strength of the arguments made by the universityies in support of their requests; and, the composite knowledge of AAC members with regard to the composite knowledge of AAC members with regard to the aims, objectives and strengths of universities and programs throughout the province. Furthermore, it was generally agreed that the relative size of an institution should bear some weight but that no institution should beleft out of the allocation of positions because of its relative size.

The recommended allocations fo the 253 Faculty Renewal Fund positions, allocated by the Academic Advisory Committee according to the criteria set forth above, are contained in the appended chart.

Academic Advisory Committee
May 7, 1987

Appendix B

Academic Advisory Committee Recommendations
Re: Faculty Renewal Program Years Two Through Five

Institution	Year Two
Brock	Education Education
Carleton	International Affairs Sociology/Anthropology History
Guelph	Pathology Veterinary Microbiology & Immunology Agricultural Economics
Lakehead	Social Work
Laurentian Algoma Hearst Nipissing	Psychology Social Welfare
McMaster	Mechanical Engineering Medicine - Occupational Therapy/Physical Therapy Computer Science & Systems Psychology
Ottawa	Common Law Nursing English
Queen's	Politics Microbiology Mathematics Physics
Toronto*	Pharmacy (1) Mechanical Engineering (2) Psychology (3) Physics (4) Aerospace (5) Zoology (6) Electrical Engineering (8) Women's Studies/Anthropology (9)
Trent	Environmental & Resource Studies

* In order to facilitate identification, positions allocated to the University of Toronto are identified by the title and the number used in the university submission.

Waterloo	Electrical Engineering Management Science Applied Mathematics Psychology
Western	Administration & Information Studies Visual Arts Statistical & Actuarial Sciences Computer Science Economics
W.L.U.	Social Work
Windsor	English Nursing
York	Biology - Behavioural Ecology/Neuroscience Earth & Atmospheric Science Business Law - Securities & Taxation Political Science - Constitutional/Public Law
O.C.A.	
O.I.S.E.	
Ryerson	Aerospace Business Office and Administrative Studies

Institution	**Year Three**
Brock	Biological Sciences Education
Carleton	Mechanical & Aeronautical Engineering Political Science Economics Physics Computer Science
Guelph	Clinical Studies Population Medicine Agricultural Economics & Business Mollecular Biology & Genetics
Lakehead	Education
Laurentian Algoma Hearst Nipissing	Sociology Psychology Interdisciplinary

McMaster	Computer Science & Systems Mathematics Pediatrics Materials Science & Engineering
Ottawa	Philosopy Chemical Enginering Common Law Nursing Physics
Queen's	English Mathematics Microbiology Physics Biochemistry Economics Business
Toronto*	Zoology (13) Sociology (14) Law (15) Pharmacy (16) Political Science (17) Commerce (18) Geography (19) Italian & Other Languages (22) Zoology (23) Management Studies/Law (25) Medicine (26) Medicine (30) Medicine (42) English (43)
Trent	Canadian Studies
Waterloo	Mechanical Engineering - Manufacturing Cominatorics & Optimization - Cryptography Computer Science - Artifical Intelligence Accounting - Financial Accounting Geography - Remote Sensing/Digital Analysis Computer Science - Computer Graphics
Western	English Chemistry Economics Psychology Philosophy
W.L.U.	Music

* In order to facilitate identification, positions allocated to the University of Toronto are identified by the title and the number used in the university submission.

Windsor	Engineering Psychology
York	Earth & Atmospheric Science - Synoptic Meteorology Theatre Atmospheric Chemistry (Analytical) Taxation Political Science - International Relations Art History Political Science - Constitutional/Public Law
O.C.A.	
O.I.S.E.	Measurement, Evaluation & Computer Applications
Ryerson	Business & Technical Communications Fashion Hotel & Tourism

Institution	**Year Four**
Brock	Music
Carleton	Chemistry Psychology Systems/Electronic Engineering
Guelph	Population Medicine Pathology Food Science Chemistry & Biochemistry
Lakehead	Nursing Fine Arts (Visual) Psychology
Laurentian Algoma Hearst Nipissing	History French
McMaster	Biology Pathology Business
Ottawa	Translation Physics Music Medicine Criminology Administration

Queen's	Biology History Computing Economics English Electrical Engineering
Toronto*	Botany (24) Chemistry (27) Anthropology (28) Forestry (29) Survey Science (31) Psychology (32) Law/Philosophy (33) Fine Art (35) Psychology (36) Computer Science/Library Science (47) Law/Social Work (52) Medicine (53) History (57) English (50) Mechanical Engineering (61)
Trent	Economics
Waterloo	Computer Science - Computer /Communications Mechanical Engineering - New Materials Electrical ?Engineering - Solid State Electronics Biology - Neuropharmacology Statistics and Actuarial Science
Western	Mathematics French Psychology Economics Geography
W.L.U.	Psychology
Windsor	Chemistry Engineering Physics
York	Political Science - International Law Local Government & Planning Accounting Music International Trade/Business Biology - Plant Molecular Gentics Biology - Molecular Genertics

* In order to facilitate identification, positions allocated to the University of Toronto are identified by the title and the number used in the university submission.

	Physics -Space Science
O.C.A.	
O.I.S.E.	Applied Psychology
Ryerson	Business Electrical Journalism
Institution	**Year Five**
Brock	History
Carleton	Biology Systems/Electronic Engineering Public Administration
Guelph	Veterinary Microbiology & Immunology Pathology Landscape Architecture Zoology Physics
Lakehead	Enngineering
Laurentian Algoma Hearst Nipissing	Geology
McMaster	Mathematics English Psychiatry Business Anthropology
Ottawa	Administration Rehabilitation - Occupational Therapy & Physiotherapy English Medicine Chemical Engineering
Queen's	Psychology Computing Mathematics Biology Politics Electrical Engineering

Toronto*	Mechanical Engineering (20) Dentistry (34) Physics (37) Philosophy (39) Classics (40) Civil Engineering/Architecture (41) Middle East/Islamic Studies (44) Botany (45) English (62) Zoology (63) Economics (64)
Trent	Anthropology
Waterloo	Accounting - Audit Statistics and Actuarial Sciences Psychology - Cognitive Science Computer Science - Information Systems Geography - Computer Cartography
Western	History Applied Mathematics Modern Languages English Anthropology Psychology
W.L.U.	Business
Windsor	English Business
York	Psychology - Vision Chemistry - Atmospherics (Modelling) Sociology History Visual Arts
O.C.A.	Communications & Design
O.I.S.E.	Sociology in Education
Ryerson	Environmental Health Philosophy

* In order to facilitate identification, positions allocated to the University of Toronto are identified by the title and the number used in the university submission.

87-V The Allocation of the Special Northern Ontario Grants for 1987-88

On November 3, 1986 the Minister of Colleges and Universities announced that $3 million in special grants to Northern institutions will be made available by Government for 1987-88 to address particular needs in providing university-level studies in Northern Ontario. In Advisory Memorandum 87-I, Council indicated it believed that these funds should be distributed on a competitive project basis. After reviewing submissions from Lakehead and Laurentian and its affiliated colleges with respect to appropriate criteria and process for evaluating submissions made under the fund, Council has revised this position and now recommends that for 1987-88, these funds be allocated on a formulaic basis.

In their submissions to Council, both Lakehead and Laurentian questioned the need for, and wisdom of, a competitive process for allocating these funds for 1987-88.
Lakehead suggested that:

> ...for this year only, a significant portion of the funds should be allocated as soon as possible on a formula basis with the condition that we must, within 3 months, report back to O.C.U.A. on how this money has been used to help us address our Northern mandate. Considering that O.C.U.A. is about to look specifically at the regular Northern grant, this activity could assist your deliberations.[1]

Similarly, Laurentian suggested that:

> Before Council calls for submissions on this fund I hope it will consider once again whether a bidding process is the best way to allocate these resources. The wisdom of this procedure is not obvious in light of the following circumstances:
>
> - Council itself is extremely busy implementing major changes to the distribution mechanisms for the whole Ontario system.
> - Council plans a complete review of the Northern grants allocation in 1987 anyway.
> - The fiscal year will be half over before a bidding and selection process can be completed...[2]

Having considered these arguments Council concludes that, for 1987-88, the $3 million in Special Northern Grants should be allocated in a formulaic manner. Council believes that the funds can be most appropriately allocated pro rata to the existing Northern Grants distribution for 1987-88. The latter distribution is calculated according to the "mini-formulae" outlined

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1. Letter from Dr. Robert G. Rosehart, President, Lakehead University, to Mrs. Marnie Paikin, April 27, 1987.

2. Letter from Dr. John S. Daniel, President, Laurentian University, to Mrs. Marnie Paikin, April 22, 1987.

in Advisory Memorandum 75-VII.

Accordingly, Council *recommends to the Minister:*

OCUA 87-22
SPECIAL NORTHERN ONTARIO GRANTS 1987-88

THAT Special Northern Ontario grants in 1987-88 be made in the following amounts:

Lakehead	$1,278,000
Laurentian	1,234,000
Algoma	111,000
Laurentian (Algoma)	23,000
Nipissing	228,000
Laurentian (Nipissing)	46,000
Hearst	56,000
Laurentian (Hearst)	24,000

As indicated above, Government's purpose for these grants is to address particular needs of Northern institutions in providing university-level studies in Northern Ontario. As such, these grants should be used to enhance each institution's ability to fulfill its Northern mission. Council concurs with Lakehead's suggestion that institutions report on how these funds have been used.

Accordingly, Council *recommends to the Minister:*

OCUA 87-23
INSTITUTIONAL REPORTING OF EXPENDITURES OF SPECIAL NORTHERN ONTARIO GRANTS FOR 1987-8

THAT for 1987-88, for information purposes, institutions be required to report to the Minister prior to October 1, 1987 on their actual and/or anticipated expenditures of the Special Northern Grants for the fiscal year.

Council is conducting a comprehensive review of Northern Ontario Grants. The Special Northern Ontario Grants will be included in this review. The review should be completed early in 1988.

Marnie Paikin
Chairman

May 21, 1987

87-VI A Review of the Policy Statement which Guides the Evaluation of Applications for Ministerial Consent Pursuant to the Degree Granting Act, 1983

Introduction

As a result of concerns regarding Ministerial consents for out-of-province institutions wishing to offer degree programs in Ontario, Council undertook a review of the current policy. In this Memorandum, Council recommends changes to that policy.

1.0 Non-Canadian Jurisdictions

1.1 Background to the Existing Policy

In October 1984, the Minister of Colleges and Universities requested Council's advice on what standards should be applied to out-of-province institutions that wish to offer degree programs in Ontario and on what mechanism should be used to apply such standards.[1]

The Minister's concern pertained most specifically to the issue of the quality of programs offered in Ontario by institutions based in the United States:

> The principle which we have applied to out-of-province institutions seeking Ministerial consent, is that Ontario students should be assured that the academic quality of the program is comparable to that offered in the institution's home jurisdiction. Unfortunately, it is becoming increasingly apparent that the minimum standard guaranteed by "American accreditation" is considerably below accepted Ontario university standards.[2]

In Advisory Memorandum 85-III, Council recommended that the Minister retain the existing criterion regarding requests for Ministerial consent emanating from non-Canadian jurisdictions, stating:

> Council believes that the present Ministry policy which ensures that the program being offered in Ontario meets, at a minimum, the same academic standards as the program offered in the institution's home jurisdiction is an appropriate one.[3]

Although Council took the position that all non-Canadian based

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1. Letter from the Honourable Bette Stephenson, Minister of Colleges and Universities, to Mrs. Marnie Paikin, October 12, 1984, p. 2.

2. Ibid., p. 2.

3. Ontario Council on University Affairs, Twelfth Annual Report, 1985-86, AM 85-III, p. 42.

institutions should be treated alike, and should be required to assure the Minister that the program offered in Ontario was of the same standard as the program offered in the institution's home jurisdiction, Council recognized that formal accreditation processes might not exist in every jurisdiction.

Noting that elaborate accreditation mechanisms existed in the United States, Council believed it both practical and appropriate to require that specific accreditation requirements be met by those institutions based in the United States. However, where specialized accreditation bodies did not exist, the Ministry's policy asked regional accrediting bodies, whose purpose was to provide institutional accreditation, to assess individual program standards. Council suggested that the Minister's concerns regarding evaluation reports stemmed from the unsuitability of asking regional bodies to assess program quality. Council stated:

> ...only a specialized accrediting body can properly evaluate the academic standards of a program offered in Ontario by an institution based in the United States as compared to the program offered in the institution's home state.[4]

Council, therefore, recommended that all programs offered in Ontario by institutions based in the United States meet the same standard as that program offered in the institution's home jurisdiction, and that the Minister require accreditation by a specialized accrediting body. Council further suggested:

> ...the Minister should not accept institutional (regional) accreditation as a substitute and therefore should not grant a Ministerial consent for these programs.[5]

Council's final recommendation required non-Canadian institutions to include a clarification statement on all documents pertaining to the program to be offered in Ontario. The clarification statement would indicate that the program offered in Ontario was equivalent to the program offered in the home jurisdiction and that potential registrants should verify for themselves whether the degree would be recognized by potential employers or other post-secondary institutions. It was Council's belief that the student would assume responsibility for a decision to enrol in these programs.

The Minister did not accept Council's advice with respect to specialized accreditation, and continued to accept accreditation from regional accrediting bodies.[6] However, the Minister added to the requirements for Ministerial consent the criteria of societal need, student demand and adequate on-site facilities and library services.[7] The Minister requested that Council advise on those programs submitted for Ministerial

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4. Ibid., p. 44.

5. Ibid., p. 45.

6. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, November 20, 1985, p. 2.

7. Ministry of Colleges and Universities, Policy Statement Re: The Granting of Ministerial Consents as authorized by the Degree Granting Act, Chapter 36, Statutes of Ontario, 1983, November 1985.

consent. Council accepted this responsibility and had made 15 recommendations dealing with 11 different programs originating from non-Canadian jurisdictions - 10 from the United States and 1 from Europe.

1.2 Experience with the Policy

The current Ministerial consent policy reviews a proposed degree program from a non-Canadian institution in terms of:

(i) status in the home jurisdiction,
(ii) accreditation, where applicable,
(iii) societal need and student demand, and
(iv) adequacy of on-site facilities and library services.

The addition of the new criteria and Council's advisory role in the process have created the perception that the review process parallels the Program Approvals Process for programs offered by Ontario institutions. This is not the case as the criteria for the Program Approvals Process include an Ontario verification of quality which the Ministerial consent policy does not permit.

Council's experience with requests for Ministerial consent has given rise to concerns in three particular areas: program content, admission standards, and degree granting status.

1.2.1 Program Content

Since the current criteria do not address quality, Council has found itself obliged to recommend for Ministerial consent some programs, both graduate and undergraduate, which are significantly less demanding or comprehensive than similarly designated programs offered by Ontario institutions.

Council's consideration of the request for renewal of a Ministerial consent from the University of Bridgeport for its Master of Science in Biology, emphasis in Human Nutrition program provided evidence of this concern. In response to a request for comments with respect to its own Master of Science degree program in the Nutritional Sciences field, one Ontario institution indicated:

> It seems from....[course] descriptions almost certain that the Bridgeport program is fairly basic and general. In that regard it would appear to be more like our undergraduate program in Nutritional Sciences than it is like either the Master of Science or the Master of Health Science programs.[8]

To Council's question regarding whether the University would be interested in offering a similar program the response was:

> ...there is probably a demand for such a program. It is open to question whether we have the existing resources to provide it, or whether or not we would regard such a program as a graduate program. The latter concern is not a matter of resources or

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8. Letter from Dr. Daniel W. Lang, Assistant Vice-President (Planning) and University Registrar, University of Toronto, to Mrs. Marnie Paikin, July 7, 1986, p. 2.

> scheduling, but of basic content, purpose, and standards. If we were to offer such a program, it would most likely be as a certificate or diploma under the auspices of Woodsworth College.[9]

Another respondent indicated that:

> ...the M.Sc. from Bridgeport is equivalent to elements of an undergraduate program at the University of Guelph.[10]

Council is not convinced that such programs provide a net benefit to Ontario residents. Students enrolling in these programs would be obtaining a master's degree based on course material available at Ontario universities at the undergraduate level. Potential employers and clients of graduates of such programs could be substantially misled by a degree which attests to the attainment of a master's level of knowledge, and actually covers less material than is typically covered in undergraduate programs at Ontario institutions.

Under the evaluative criteria of the current policy, Council had no option but to recommend this program for a Ministerial consent.

A concern for program content was also identified in the consideration of the application for Ministerial consent for bachelors programs from the DeVry Institute of Technology. Ryerson Polytechnical Institute indicated that it offered programs with similar descriptions of technical content but of significantly broader scope than that provided by DeVry.[11]

Council believes that program content is an essential factor to consider when evaluating both graduate and undergraduate program applications for Ministerial consent.

1.2.2 Admission Standards

Council's consideration of requests for Ministerial consent has identified programs offered by out-of-province institutions with admission standards far below Ontario institutions. One respondent indicated:

> The offering of a graduate degree based upon admission standards which are unacceptable to an Ontario University, and upon course work which is comparable to that at the undergraduate level at an Ontario University is unfair to students in the course and misleading to the clients of the graduates from such a program.[12]

Similar concerns were held by Council, particularly during its

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9. Ibid., p. 2.

10. Letter from Dr. J.R. MacDonald, Vice-President Academic, University of Guelph, to Mrs. Marnie Paikin, July 7, 1986.

11. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 4.

12. Memorandum from Dr. H.S. Bayley, Department of Nutritional Sciences, University of Guelph, to Dr. Bruce Sells, College of Biological Sciences, University of Guelph, July 3, 1986, p. 2.

consideration of Niagara University's request for consent to offer Master of Arts and Master of Science in Education degrees.

1.2.3 Degree Granting Status

Under the current policy, out-of-province institutions with programs comparable to Colleges of Applied Arts and Technology may receive consent to offer degrees which these Ontario colleges are prohibited from offering.

The Council of Regents noted the inappropriateness of degree-granting powers for DeVry in the context of the Ontario system of higher education, stating:

> This letter registers serious reservations about the request for degree granting status for the DeVry Institute. In the context of Ontario's post secondary education system, DeVry's role appears more akin to that of the colleges but narrower in overall scope.[13]

Other respondents commenting on the request for a consent by DeVry Institute noted that degree-granting status for DeVry would be particularly inappropriate since the admission level is the same as that accepted by Ontario Colleges of Applied Arts and Technology, which are unable to grant degrees.[14]

1.3 The Appropriate Standard

Given the problems identified and the concerns expressed about the current policy governing the granting of Ministerial consent, Council has concluded that the home jurisdiction standard, in particular as reflected through regional accrediting commissions, is inappropriate to ensure an acceptable level of program quality for a program offered in Ontario by a non-Canadian institution.

The Ontario Council on Graduate Studies (OCGS) echoes Council's concerns about program quality:

> ...COU and OCGS have, in the past, expressed serious concerns about the criteria relating to renewal of consent under the Degree Granting Act, 1983. The members of OCGS share the concern of OCUA that the matter of programme quality needs to be addressed. At the moment it appears that OCUA is relying too much on Accreditation processes in the United States for those graduate programmes offered in Ontario by U.S. based universities. In this regard, we refer Council to a report on the recommendations of a nine-member panel to the Council on Post Secondary School Education (TCHE, October 8, 1986; p. 30) which indicated that "...accreditation falls short of providing the

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13. Letter from Ms. Laura Barr, Acting Chairman, Ontario Council of Regents for Colleges of Applied Arts and Technology, to Mrs. Marnie Paikin, April 8, 1987, p. 2.

14. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 2.

quality assurance that our nation deserves".[15]

This report, the COPA Self-Study Advisory Panel Findings and Recommendations, levied a number of general criticisms at accreditation systems in the United States. The Panel indicated that:

> Accreditation is too often based on minimal statistical standards without an insistence on higher quality in the process of teaching and learning and general education...(and that) accreditation, particularly of specialized professional and occupational programs, is sometimes perceived as self-serving - "at times with justification".[16]

Council believes that the policy criteria must incorporate an appropriate quality standard so that programs recommended for consent would be of an acceptable quality. Given the concerns with accreditation in the United States, and the confidence with which the Ontario process is regarded, Council believes that the appropriate quality standard is the Ontario standard.

Accordingly, Council *recommends to the Minister:*

OCUA 87-24
THE COMPARABLE ACADEMIC STANDARDS TO BE MET BY ALL NON-CANADIAN INSTITUTIONS REQUESTING MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT

THAT the standards which should be met by all non-Canadian institutions proposing to offer degree programs in Ontario should be comparable to the academic standards in publicly funded Ontario degree-granting institutions.

1.4 Other Existing Criteria

Council continues to believe that all non-Canadian institutions proposing to offer degree programs in Ontario, or courses which lead to degrees, must be corporations fully authorized to grant degrees in their home jurisdiction and must be able to satisfy the Minister that they meet this criterion.

Council believes, however, that the other criteria are no longer applicable. Given Council's position, that the quality of programs offered in Ontario should be comparable to the academic standards of programs in publicly funded Ontario degree-granting institutions, evaluation of on-site facilities and library services would be captured by any review of a quality standard. Similarly, a clarification statement would be unnecessary.

Societal need is an appropriate criterion for consideration of funding a program but unsuitable for the evaluation of applications for Ministerial consent which are neither eligible for, nor entitled to, Government funds.

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15. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, OCGS, to Mrs. Marnie Paikin, October 29, 1986.

16. The Chronicle of Higher Education, Accreditors Urged to Gauge Quality, Not Just Compliance with Minimum Standards, October 8, 1986, p. 30.

Accordingly, Council *recommends to the Minister:*

OCUA 87-25
CRITERIA FOR REVIEWING ALL REQUESTS FROM NON-CANADIAN INSTITUTIONS FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT

THAT all non-Canadian institutions be corporations fully authorized to grant degrees in their home jurisdiction and be recognized by the Minister, and that the criteria of societal need and student demand, on-site facility and library services, and the clarification statement, made redundant by the adoption of the Ontario quality standard, be deleted from the policy.

1.5 The Mechanism

Although all requests for Ministerial consent from non-Canadian institutions should be subject to the same academic standard, different mechanisms would be appropriate for the assessment of this standard. Requests for consent have been received for three categories of programs: those with a graduate degree designation, those with an undergraduate degree designation, and those with a religious degree designation. Appropriate mechanisms pertaining to the specific degree designations are detailed below.

1.5.1 Graduate Degree Designations

Most of the programs for which Ministerial consent or renewal of consent has been requested are graduate programs. OCGS believes that:

> ...the appraisals process has been judged to provide a method for providing such quality assurance for graduate programs in Ontario. As a consequence, OCGS wishes to indicate that it is willing to pursue discussions about the way in which the appraisals mechanism may be applied to out-of-province institutions applying for ministerial consents.[17]

The credibility of the Appraisals Committee of OCGS on issues of academic quality was confirmed in the report commissioned by Council to assess the appraisals process. The report indicated that:

> ...in our unanimous and unqualified opinion, the Appraisals Process which is currently in place produces reliable and credible judgements of the academic quality of existing and proposed graduate programs in Ontario.[18]

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17. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, Ontario Council on Graduate Studies, to Mrs. Marnie Paikin, October 29, 1986.

18. Ontario Council on University Affairs, Advisory Memorandum 86-III, An Assessment of the Council of Ontario Universities' Program Quality Appraisals Process, Appendix A, p. 1.

The extensive experiences of the Appraisals Committee of OCGS and the results of the assessment of the appraisals process provide Council with significant confidence in the ability of the appraisals process to identify an Ontario standard of quality at the graduate level and to evaluate Ministerial consent applications accordingly.

Both OCGS and COU have indicated a continuing willingness to turn their appraisals process to the task of assessing the quality of graduate programs for which Ministerial consent is requested. In March 1987, OCGS stated:

> The basic position of OCGS is that one of the criteria in the Ministerial consent procedure should be that the programme be subject to quality assessment under the appraisals process. We request that the members of COU endorse this position and that the Chief Executive Officers write individually to the Minister concerning the issue.[19]

In response, COU indicated to Council that:

> Our Executive Committee endorsed this (OCGS) view and has requested that I write you on this subject. I am pleased to do so...It is time to reexamine the appropriateness and the practicality of the current regulations and procedures under this Act.[20]

The process for graduate programs would involve a submission from the non-Canadian institution which would be sent to OCGS for Appraisals Committee review, within a fixed time parameter, against the Ontario university standard of quality. The cost of the quality appraisal should be borne by the applicants. Successful initial applicants would receive conditional consent for a period of 1 year, during which they would be expected to have an Ontario site-visit conducted by the appropriate OCGS Appraisals Committee to ensure that the Ontario standard of quality was being met.

Accordingly, Council *recommends to the Minister:*

OCUA 87-26
MECHANISM FOR REVIEWING REQUESTS FROM INSTITUTIONS OUTSIDE CANADA FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT FOR GRADUATE DEGREE PROGRAMS.

THAT any program with a graduate degree designation proposed by an institution based outside Canada be submitted to the Ontario Council on Graduate Studies for appraisal under the

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19. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, Ontario Council on Graduate Studies, to Dr. Edward Monahan, Executive Director, Council of Ontario Universities, March 26, 1987.

20. Letter from Dr. Edward Monahan, Executive Director, Council of Ontario Universities, to Mrs. Marnie Paikin, May 8, 1987.

conditions indicated in this Memorandum, and that only those programs which pass appraisal be eligible for Ministerial consent.

1.5.2 Undergraduate Degree Designations

There is no system-wide process to identify a standard of quality which is applied to undergraduate programs in Ontario and which could be adapted for the evaluation of applications for Ministerial consent. However, Council is aware of many bodies which appraise or certify professional and quasi-professional programs. Where available and appropriate, programs with undergraduate degree designations proposed by non-Canadian institutions should be assessed by these bodies. Special consultants might be utilized in circumstances where no appropriate body exists. This process would be managed by the Academic Advisory Committee of Council. Costs of the undergraduate program review should be borne by the petitioning institutions.

Accordingly, Council *recommends to the Minister:*

OCUA 87-27
MECHANISM FOR REVIEWING REQUESTS FROM INSTITUTIONS OUTSIDE CANADA FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT FOR UNDERGRADUATE DEGREE PROGRAMS

THAT any program with an undergraduate degree designation proposed by an institution based outside Canada be submitted to Council for academic quality review by the Academic Advisory Committee under the conditions indicated in this Memorandum, and that only those programs which pass the academic quality review be eligible for Ministerial consent.

1.5.3 Religious Degree Designations

Council recognizes Government's acknowledgement of separate processes in relation to religious and theological programs. Therefore, Council believes it inappropriate to set standards regulating the program content of religious degrees.

Those institutions whose primary purpose for applying for Ministerial consent is to provide religious training or theological education should be granted consent to do so provided that they award only degrees which clearly reflect the religious or theological nature of the program. Religious degrees that may be awarded include such designations as Bachelor of Christian Studies, Bachelor of Christian Education, Master of Divinity and Doctor of Ministry.

Degrees that would not be appropriate would include such designations as Bachelor of Arts, Bachelor of Science, Bachelor of Education, Master of Arts, Master of Science, Master of Education, and Doctor of Philosophy.

Accordingly, Council *recommends to the Minister:*

OCUA 87-28
CRITERIA FOR REVIEWING REQUESTS FROM INSTITUTIONS

OUTSIDE CANADA FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT FOR THEOLOGICAL OR RELIGIOUS DEGREE PROGRAMS

THAT any institution wishing to offer a program with a theological or religious degree designation demonstrate to the Minister that:

a) the purpose of the degree program is to provide religious training or theological education;
b) the title of the degree clearly reflects the religious or theological nature of the degree program; and that
c) the institution has the support of the community it wishes to serve by offering the degree program.

2.0 Other Canadian Provinces

2.1 Background to the Existing Policy

The policy at the time of the Minister's original referral to Council in October, 1984, required that a Canadian degree-granting institution established outside Ontario be incorporated, be a university or degree-granting institution established in Canada by an Act of the Parliament of Canada or an Act of a legislation of a province other than Ontario, and be a member of the Association of Universities and Colleges of Canada.

Council reviewed the policy and, in Advisory Memorandum 85-III, recommended that the Minister maintain the existing criteria with respect to applications for Ministerial consent from Canadian jurisdictions outside Ontario.

The Minister's response added to the requirements for Ministerial consent for out-of-province Canadian institutions the criteria of societal need, student demand and adequate on-site facilities and library services.[21]

2.2 Experience with the Policy

The current Ministerial consent policy reviews a proposed degree program from an out-of-province Canadian institution in terms of:

(i) degree granting status in the home jurisdiction,
(ii) membership in the Association of Universities and Colleges of Canada,
(iii) societal need and student demand, and
(iv) adequacy of on-site facilities and library services.

Only one program from an out-of-province Canadian institution has been reviewed for consent. Council's experience with requests for Ministerial consent from out-of-province Canadian institutions has not given rise to any particular concerns to date and, therefore, Council continues to have more confidence in the standards of degree granting institutions in other Canadian jurisdictions who are members of AUCC and are authorized to

21. Ministry of Colleges and Universities, Policy Statement Re: The Granting of Ministerial Consents as authorized by the Degree Granting Act, Chapter 36, Statutes of Ontario, 1983, November 1985.

offer degrees by virtue of an act of the provincial legislature or the Parliament of Canada. Thus, Council sees no rationale for the retention of any other criteria.

Accordingly, Council *recommends to the Minister:*

OCUA 87-29
CRITERIA FOR REVIEWING REQUESTS FROM OUT-OF-PROVINCE CANADIAN INSTITUTIONS FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT

THAT any out-of-province Canadian institution seeking a Ministerial consent to offer a degree program in Ontario demonstrates to the Minister that it is:

a) a corporation,
b) a university or degree-granting institution established in Canada by an act of the Parliament of Canada, or an act of a legislature of a province other than Ontario, and
c) a member of the Association of Universities and Colleges of Canada, and

that the criteria of societal need and student demand, on-site facility and library services, and the clarification statement be deleted from the policy.

3.0 Conclusion

The possession of a degree is accepted as verification that the holder has a mastery over particular segments of knowledge and may be relied upon to render services requiring that level of competency. If the changes to the policy on Ministerial consent recommended in this Memorandum are adopted, both the Minister and the public will be better assured that this verification can be accomplished for out-of-province institutions wishing to offer degree programs in Ontario.

Marnie Paikin
Chairman

June 4, 1987

87-VII Criteria and Process for the Program Adjustments Envelope, 1987-88

In response to Advisory Memorandum 86-II, on November 3, 1986, the Minister of Colleges and Universities announced that $7 million would be made available for 1987-88 for program adjustments in graduate and undergraduate programs. Council subsequently indicated in Advisory Memorandum 86-VII that it wished to develop appropriate processes, criteria and guidelines for the use of this envelope after receiving the input of the Council of Ontario Universities (COU) and individual institutions. Having received and reviewed institutional comments, Council recommends in this Memorandum the criteria, process and distribution of this fund for 1987-88.

1.0 Background

In the course of its consultation, Council received a variety of comments from institutions on the objectives, process, criteria and funding arrangements for the program adjustments envelope. Council was struck by the complexity and breadth of issues raised by institutions concerning the continuing operation of this funding envelope. Given these factors and the critical importance Council attaches to a well functioning program adjustments envelope under the new operating grants allocation system, Council wishes to undertake a careful and thorough analysis and discussion of the most appropriate ongoing process, criteria and funding arrangements before providing advice on the future operation of this envelope. Council will undertake to develop these procedures and criteria soon. In the meantime, however, because it is urgent to identify the criteria for the distribution and expenditure of the $7 million allocated for 1987-88, Council offers interim advice on the allocation of this program adjustments envelope for 1987-88.

2.0 Program Adjustments Funding for 1987-88

In Advisory Memorandum 86-II, Council outlined the basic characteristics of this envelope:

> Council foresees a need to fund a portion of the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative desired program adjustments. The length of commitment should vary from short-term for program closings to more long-term for program openings. Funding for program closures, capacity shifts and joint programs is, in effect, an incentive system to provide more focus for the university enterprise in Ontario. Funding for program start-up in areas of critical need identified by Government or Council is an incentive program for new initiatives. However, in each case a multi-year commitment must be made to phase-in the changes anticipated. Carry-over funding similar to that provided for capital grants should be instituted. Under this arrangement a commitment should be made to fund a particular program adjustment over a period of time and the flow of funds should be identified. Funding recommendations would be on a "new start" basis similar to

Council's current approach to capital funding.[1]

At the time Council conceived this envelope, it was primarily concerned with making funds available to cope with program contraction within the stable funding environment envisaged by Council. Council continues to believe this will be critically important in the future. However, Council recognizes that in the immediate future there may be more concern with program expansion in areas of critical need. It will, therefore, be important to have a fund which is sufficiently flexible to accommodate changing priorities.

When this envelope was developed, the procedures for allocating the funds were identified as follows:

> Council believes the best way to fund these program adjustments is through a challenge fund. Under such an arrangement, institutions will be able to make proposals for program adjustments and negotiate funding for them. Council and the Minister should also be able to use these funds to provide incentives for program consolidation and specialization as well as new program areas.[2]

For 1987-88, however, Council believes that the funds can be most appropriately distributed on a pro rata basis without any carry-forward provision for this year. Given the nature of the program adjustments envelope, institutions should be required to indicate that their planned expenditures will fall within broad funding eligibility criteria before Government funding is approved.

2.1 Grant Distribution

Several institutions recommended to Council that the program adjustments envelope be allocated on a pro rata basis for 1987-88. For example, the University of Guelph stated:

> ...we would like to make a strong appeal to treat the first year of the program in a very special fashion. The concept of a challenge fund is a good one, yet a full-fledged competition based on established criteria and procedures would surely delay funding for many months, and we may even lose an opportunity to get the program underway within the current fiscal year. Following the precedent which was set for the allocation of last year's excellence funds, we suggest that, for the first year only, the Program Adjustment fund be allocated on a pro rata basis with detailed prior justification based on Council's overall goals required for expenditures. Detailed guidelines and procedures could then be developed for the allocation of funds within the

1. Ontario Council on University Affairs, Advisory Memorandum 86-II - Government Support of the University System in 1987-88 and 1988-89, June 1986, p. 22.

2. Ibid., pp. 22-23.

1988/1989 fiscal year and beyond.[3]

There appears to be no singularly obvious formula for distributing program adjustments funding. However, Council feels that the method should be relatively simple and should reflect institutional size and program differences. Therefore, Council believes the most appropriate distribution mechanism is to allocate the program adjustments envelope funds for 1987-88 according to each institution's share of total Basic Income Units (BIUs) for the years 1984-85, 1985-86 and 1986-87. The resulting grant distribution can be found in Table I.

Accordingly, Council *recommends to the Minister:*

OCUA 87-30
PROGRAM ADJUSTMENTS GRANTS 1987-88

THAT $7 million in program adjustments grants be allocated in 1987-88, subject to certain eligibility criteria which follow, according to each institution's proportion of the sum of the total Basic Income Units for the years 1984-85, 1985-86 and 1986-87, resulting in the amounts indicated in Table I.

With the formulaic funding distribution recommended, it is extremely important that Government and Council be assured that the funds allocated are to be used to facilitate the type of activities which will bring about needed program adjustments. These funds should not be treated as normal operating funds. If the planned expenditures of an institution's funding entitlement do not meet the eligibility criteria outlined below, the funds accruing from the ineligible expenditures should not be allocated under this envelope. The funds withheld should either be retained by Government or revert to the formula grants envelope for general distribution.

2.2 Funding Eligibility Criteria

Council believes that, for 1987-88, eligible activities covered under this envelope should be defined broadly to provide institutions with maximum flexibility in achieving needed program adjustments. In future years it may be necessary to define the criteria more precisely or identify which criteria will be given priority in order to respond effectively to changing circumstances and planning needs. The overall objective should be to enhance quality and to encourage rationalization and differentiation.

The following types of activities should be eligible for program adjustment funding in 1987-88:

- closures of programs or significant contractions in existing programs;
- start-up costs of programs which are eligible for Government support;
- major shifts in emphasis or capacity within programs;
- new or significantly expanded co-operative or joint inter-institutional programs; and
- movement of program capacity from one institution to another.

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3. Letter from Dr. B.C. Matthews, President, University of Guelph, to Mrs. Marnie Paikin, April 22, 1987.

Accordingly, Council *recommends to the Minister:*

OCUA 87-31
ELIGIBLE ACTIVITIES FUNDED UNDER THE PROGRAM ADJUSTMENTS ENVELOPE, 1987-88

THAT for 1987-88, the activities indicated above be eligible for Government support under the Program Adjustments Envelope.

2.3 Eligible Expenditure

As several institutions have indicated to Council, there are many short-term extraordinary expenditures associated with the above activities which should be eligible for program adjustments funding. Eligible expenditures should include:

- retraining or redeployment of faculty and staff within an institution;
- transfer of faculty or staff to another institution;
- facilitating early retirement;
- buying-out contracts;
- equipment and library purchases required for start-ups and increases in capacity;
- relocating equipment between institutions;
- appointments of faculty and staff in new areas for 1987-88; and
- renovations directly related to program adjustments.

Each expenditure should be directly related to the program adjustments activity designated. While Council does not consider this list of eligible expenditures to be exhaustive and recognizes that other types of expenditures might be considered, it does believe that expenditures on new capital projects other than for specific renovations related to program adjustments should not be considered eligible expenditures.

For 1987-88, prior to the allocation of each institution's program adjustments grant, institutions should be required to indicate to the Ministry the type of activity for which program adjustments grants will be used, along with the estimated size and type of expenditures to be undertaken. Once the Ministry has confirmed that the projects to be undertaken meet the funding criteria, funds should be allocated as soon as possible. Council requests that the Ministry provide it with copies of the submissions and approvals for information purposes since this information could be valuable in developing the procedures and criteria for the future operation of the envelope.

If the Minister deems it important institutions could also be required to confirm at the end of the fiscal year, in a manner similar to that undertaken for the Excellence Fund, that program adjustments funds for 1987-88 were expended on eligible activities.

3.0 Conclusion

Because of the brevity of time available and the importance and complexity of the issues involved, Council has provided interim advice on the distribution and operation of the program adjustments envelope for 1987-88 only. Council plans in the near future to submit advice on the ongoing operation of this envelope. Council remains convinced that the best

way to fund program adjustments is through a challenge fund where institutions will be able to make proposals for program adjustments and negotiate funding for them. This could be done most effectively through Council if it is given adequate resources to operate the process.

Council wishes to make it clear that no program adjustments initiated with the funds provided in 1987-88 will receive automatic carry-forward funding in subsequent years. Funding for 1987-88 should not be interpreted as a funding commitment for future years towards initiatives begun in 1987-88. However, institutions will be able to submit, as part of the program adjustments competition in 1988-89, any carry-forward portion of the program adjustments begun in 61987-88. Funding for these projects in 1988-89 will be determined by comparing their merits to those of newly submitted proposals for program adjustments.

Paul Fox
Chairman

June 19, 1987

Table I

Program Adjustments Grants for 1987-88

	($000)
Brock	170
Carleton	359
Guelph	403
Lakehead	121
Laurentian	122
Algoma	6
Laurentian (Algoma)	4
Nipissing	21
Laurentian (Nipissing)	8
Hearst	1
Laurentian (Hearst)	2
McMaster	434
Ottawa	522
Queen's	468
Toronto	1,438
Trent	91
Waterloo	533
Western	701
Wilfrid Laurier	155
Windsor	269
York	748
OISE	86
Ryerson	290
OCA	47
Dominican	1
Total	7,000

87-VIII Government Support of the University System in 1988-89

In this Memorandum, Council sets forth its advice on Government support for the Ontario university system for 1988-89. The advice consists of recommendations on base and targetted funding.

1.0 Funding Focus

For 1987-88, Government increased university operating support by 7.3%. Council applauds this increase in funding as a welcome improvement in Government assistance to the university system. While Council recognizes that it is not possible to rectify in one year the serious underfunding experienced by Ontario universities in the past, Council continues to be concerned about the level of funding available to Ontario universities. The amount of support remains inadequate to achieve the goals for the Ontario university system which Council outlined in 1978 in The Ontario University System: A Statement of Issues. These goals were:

1) to develop a more educated populace;
2) to educate and train people for the professions;
3) to provide study at the highest intellectual level;
4) to conduct basic and applied research including development and evaluation; and
5) to provide service to the community.[1]

The 1987-88 increase in Government funding beyond the level of inflation continued to be in the form of targetted funds. While Council has no objection in principle to targetted funding and recognizes that it can be instrumental in achieving certain specific and desirable objectives, Council believes firmly that it must not be adopted at the expense of adequate core funding. Council wishes to repeat the concern it expressed in last year's funding advice when it was particularly apprehensive about short-term targetted funding:

> Targets for funding must be carefully chosen. Short-term or temporary targets which require on-going commitments to people or programs to sustain the initiatives must not cause a further drain on already insufficient base funding when the targeted funds run out...It would be irresponsible to ignore base funding problems in favour of short-term objectives.[2]

Council was gratified to learn subsequently that all of the targetted grants were to be base or continuing grants and not short-term commitments. Thus one of the targetted funds for 1987-88 (the research overhead/infrastructure grants 1987-88) will be continued as a block grant while several others will be folded into the formula operating funds in the

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1. These goals were subsequently endorsed by the Government of Ontario, The Committee on the Future Role of Universities in Ontario, and the Commission on the Future Development of the Universities of Ontario.

2. Ontario Council on University Affairs, Advisory Memorandum 86-II, p. 2.

near future. The student equipment and library acquisition grants and the enrolment/accessibility grants will be included in 1988-89 and the faculty renewal grants will be put in when the five-year commitment to each position is completed.

In 1988-89 and subsequent years, Council's recommended level of funding for these new base grants will be included in its estimate of the cost of its basic funding objectives. As with existing extra-formula grants, Council will provide in its allocative advice recommendations on the appropriate level of base grants which continue to be funded outside the formula grants envelope. Council will make special recommendations in targetted areas only when a need for additional funds in an area is identified.

Council's primary concern in preparing its funding advice for 1988-89 is the level of basic or core funding available to Ontario universities. Council is convinced that Ontario universities must have an adequate level of basic operating grants in order to fulfil the expectations which the Minister of Colleges and Universities stated when he announced the Government's operating support for Ontario's universities for 1987-88:

> As I have said on many occasions, this government places great emphasis on the role of the universities in this province. Advanced economies need advanced research in science and technology and highly educated managers and professionals to keep their industries and public institutions vibrant and at the forefront of development. They need the enrichment which music, literature, the visual arts and the other humanistic disciplines provide. They need the perspective of the social sciences to assist in the process of social change and adaptation. The university sector should be the centre-piece of the strategy of any advanced economy to achieve economic growth and to improve the lives of its people.[3]

To achieve these objectives and enable universities to become the "centre-piece" of economic growth and to improve the lives of its people, additional basic or core funding is required. Universities need the flexibility provided by block grants to meet the particular demands which are placed on them because of their individual circumstances, location, and mandate. While targetted funds are useful supplements to encourage initiative and achieve specific goals, they are not a substitute for adequate core funding which is the major source of universities' sustenance.

2.0 Calculation of Funding Requirements for 1988-89

In the following sections, Council outlines its estimates of the requirements for 1988-89. The calculations include Council's estimates of the funds necessary for the maintenance of operating support (Section 2.1)), cyclical renewal of the existing physical plant (Section 2.2), special institutional and policy matters of importance to the Ontario university system (Section 2.3), and continued quality restoration (Section 2.4).

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3. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities to Mrs. Marnie Paikin, November 3, 1986.

2.1 Maintenance of Operating Support

In the Autumn of 1985 the Treasurer provided a two-year funding commitment for basic operating grants (1986-87 and 1987-88). Council felt that such a commitment would help facilitate planning in each university by extending the period for which universities knew the level of their basic operating grants. In response to this initiative, Council last year altered its approach to funding advice by recommending funding levels to meet the cost of its basic funding objectives for 1988-89 rather than for the next fiscal year, 1987-88. By making this change, Council acknowledged the commitment by Government to a 4% increase in basic operating grants for 1987-88 and made no recommendations for grant and fee levels to cover the costs of basic funding objectives for that year. The advice was intended to provide a transition to a two-year funding schedule for base operating grants.

Two factors have led Council to update its recommendations on the level of Government support for operating grants and on formula fee rates for 1988-89. First, Government did not respond to Council's base funding advice for 1988-89 and Council now has more current estimates of each of the components of the funding model. Second, since Council made its funding recommendations for 1988-89 in Advisory Memorandum 86-II, there has been a change in the method of allocating operating grants to the universities which significantly reduces the sensitivity of base grants to enrolment changes. As a result, Council has altered both its basic funding objectives and the funding model.

2.1.1 Basic Funding Objectives for 1988-89

For 1987-88, Council's basic funding objectives were: 1) to limit the erosion of operating funding; 2) to offset inflationary trends; 3) to maintain levels of service; and 4) to adjust for predicted enrolment change.

As noted above, the new operating grants allocation system implemented for 1987-88 significantly alters the funding of incremental enrolment changes at Ontario universities. Formula grant levels are insensitive to increases in enrolment unless a specific decision is made by the Minister, on the recommendation of Council, to fund additional enrolments through an upwards shift in an institution's corridor. Formula grant levels are also reasonably insensitive to enrolment reductions.[4] Enrolment increases are funded separately through the Accessibility Envelope.[5]

Because these alterations make it unnecessary to adjust for predicted enrolment changes, Council has modified its basic funding objectives for 1988-89 by omitting the fourth consideration. It has also stated its intentions more precisely.

For 1988-89, the basic funding objectives are:
(1) to address the erosion of operating funding,
(2) to offset inflationary trends, and

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4. See Ontario Council on University Affairs, Advisory Memorandum 86-VII, for an explanation of the new operating grants mechanism.

5. See Ontario Council on University Affairs, Advisory Memorandum 87-III and the letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, June 10, 1987 for a description of the Accessibility envelope.

(3) to maintain levels of service dependent upon basic operating funding.

2.1.2 Cost of Basic Funding Objectives for 1988-89

The method for costing Council's basic funding objectives for 1988-89 and the factors used to calculate the funds required are outlined below. Table 1 documents the results. The methodology used for calculating the cost of basic funding objectives differs from last year, reflecting the change in the basic funding objectives noted above.

2.1.2.1 The 1987-88 Base (Column 1, Table 1)

Council's estimate of the basic financial requirements of the Ontario university system for 1988-89 is calculated by escalating the universities' estimated expenditures in 1987-88 by two factors: (a) Council's estimate of the erosion in operating funding from 1985-86 to 1987-88, and (b) Council's estimate of the cost of maintaining the resulting level of service. In calculating the 1987-88 expenditures, it is assumed that expenditures in 1987-88 will be equal to estimated revenues. These revenues include the new base grants announced for 1987-88: enrolment/accessibility grants, research overhead/infrastructure grants, student equipment and library enhancement grants, faculty renewal grants, special Northern grants, and program adjustments grants. The details of this calculation are found in Appendix B.

On this basis, Council estimates that the 1987-88 base of operating revenue and expenditures of all institutions (the fifteen provincially-assisted universities, the affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College) will be $1,830.5 million. The 1987-88 base expenditures are apportioned according to their corresponding share in the universities' budgets; 79.4% for salaries and fringe benefits and 20.6% for non-salary items.

2.1.2.2 Base Adjustment (Column 2, Table 1)

In the funding advice for 1986-87, Council introduced a base adjustment factor to ensure that the funding base used in its cost of basic funding objectives model was not further eroded. Prior to this, Council's estimates of the financial requirements of the Ontario university system were calculated by escalating the universities' operating expenditures in the previous year by Council's estimate of the increase in the costs of maintaining the same level of service. This approach did not question the adequacy of funding in the previous year; it ignored that year's and prior years' shortfalls in funding and in effect "wiped the slate clean" each year. The result was that, before last year, Council's estimates of the cost of basic funding objectives had a built-in and compounded understatement of the needs of Ontario universities.

Council remains convinced of the need to halt the erosion in university funding. Consequently, following the approach adopted in Advisory Memorandum 86-II for estimating the cost of basic funding objectives, Council continues to include a base adjustment factor in its 1988-89 funding model.

Because last year Government announced the level of basic operating grants prior to Council's preparing its funding advice, Council did not make

a recommendation on the level of Government operating support needed to meet the costs of Council's basic funding objectives for 1987-88. Instead, Council provided, for information purposes, its estimate of basic funding needs and strongly urged Government to increase its committed level of basic operating support. Council now estimates the shortfall in total operating support for 1987-88 at $31.8 million. (See Appendix A.) This is an increase from the previous year's cumulative shortfall of $18.1 million. Council uses this $31.8 million factor for base adjustment in Column 2 of Table 1. It is apportioned between salary and non-salary expenditures according to each category's share of base budgets.

Table 1

The Cost Of Basic Funding Objectives For 1988-89 ($ Million)

Expenditures	1 1987-88 Base	2 Base Adjustment	3 Inflationary Trend	4 Service Level Costs	5 Cost of Basic Objectives
Salaries and Fringe Benefits	1,455.2	25.3	68.1	37.2	1,585.8
Non-Salary	375.3	6.5	21.4	25.0	428.2
TOTAL	1,830.5	31.8	89.5	62.2	2,014.0

Notes:
1. Factors for each column of the table are as follows:

	Salaries and Fringe Benefits	Non-Salary
Column 2:	$25.3 million	$6.5 milion
Column 3:	4.6%	5.6%
Column 4:	1.4% + 1.0%	$25.0 million

2. The above percentage change factors are applied to the cumulative total of the previous columns.

2.1.2.3 Increases in Costs due to Inflation (Column 3, Table 1)

Council has reviewed forecasts of the increase in the Consumer Price Index (CPI) for 1988-89 which have been made by several competent authorities. These projections ranged from 3.9% to 5.3%. Council has chosen a factor of 4.6% as its estimate of the increase in CPI. Council uses this estimate of the increase in CPI as its salary inflation factor, resulting in an estimated $68.1 million in additional salaries and benefits.

In the past five years, the annual increase in the Ontario University

Non-Salary Price Index averaged 21.2% higher than the annual increase in CPI. Council's 1988-89 non-salary inflation factor is derived by increasing the projected 4.6% increase in CPI by the average differential between the increase in OUNSPI and CPI for this period. This yields a value of 5.6%, resulting in an estimated $21.4 million in non-salary inflation costs.

2.1.2.4 Increase in Costs of Maintaining Existing Service Levels (Column 4, Table 1)

In its advice each year Council has identified and made provision for the costs of maintaining existing levels of service which are not related to inflation. For 1988-89, provision is made for both salary-related and non-salary service level costs.

a) Salary-related Service Level Costs

Council's 1988-89 provision for meeting the salary-related costs of maintaining levels of service reflects two factors, the net cost in providing for progress-through-the-ranks (PTR) for faculty and non-academic staff and the costs of providing for pay equity. The net cost of PTR arises from the uneven age distribution of the faculty and non-academic complement where the number of people retiring (with higher salaries) and being replaced by younger people (with lower salaries) is not sufficient to provide the total funds required for the normal progress of continuing faculty and staff. The deficiency is accentuated by the fact that the disciplines in which universities are hiring more faculty, such as computer science and business, are those in which there is the greatest demand by other jurisdictions. As a consequence, Ontario universities are required to pay higher starting salaries than they might do otherwise.

Council believes it is essential to provide sufficient funding to cover the institutions' net cost of PTR. It is becoming increasingly evident to Council, for example through its discussions with the universities at its Spring hearings, that the level of service provided by Ontario universities has continued to be eroded in recent years despite the increases in funding of the last two years. Several institutions indicated to Council that the pattern of providing funding beyond the level of CPI in the form of targetted funds has meant that institutions have had to continue to reduce their levels of service in order to provide staff with reasonable amounts of PTR. Obviously, this is a situation which cannot continue. If institutions are to meet their normal obligations and respond effectively to the increased demand for university education which will arise from OS:IS curriculum changes and increased accessibility, they will have to be assured of adequate core funding.

The faculty manpower flow model developed by the Council of Ontario Universities (COU) predicts that for the existing age distribution of faculty the net costs of providing for PTR in 1988-89 will be 1.4% of salaries and benefits. Council continues to use the faculty manpower flow model's estimate of the net PTR costs as a proxy for the net costs of providing for career progress for non-academic staff since data on costs of career progress for non-academic staff are not sufficiently reliable to furnish an acceptable estimate of net PTR costs for this group. Therefore, the net cost of PTR for faculty and non-academic staff is estimated to be 1.4% of total salaries and benefits. This results in an additional $21.7 million in PTR net costs.

Earlier this year, Government enacted legislation which will require

universities to implement pay equity programs. To date Council has not been able to assess the costs of this initiative for Ontario universities. However, Council feels it is important to make a provision for these costs for 1988-89.

For 1988-89, Council includes in its provision for maintaining levels of service a figure of 1% of the estimated university salary bill for implementing pay equity in Ontario universities. This results in an additional $15.5 million in the salary-related costs of maintaining existing levels of service.

The total salary-related costs of maintaining existing levels of service found in Table 1 is the sum of the estimated net PTR costs and the provision for implementing pay equity ($37.2 million).

b) Non-Salary Service Level Costs

In Advisory Memorandum 86-II, Council valued the existing stock of equipment and furniture at $1,163.1 million for 1987-88. When increased by the most recent percentage change in OUNSPI for these components, it is valued at $1,264.6 million. Based on a 12-year replacement cycle, expenditures of approximately $105 million are required in 1988-89 to meet cyclical renewal needs. Expenditure information provided by the institutions for 1986-87 and budgeted for 1987-88 suggests that institutions can be expected to spend between $70.0 million and $80.0 million in 1988-89 on equipment and furniture purchases and rentals from traditional sources of income covering the costs of basic funding objectives. Council, therefore, estimates that in 1988-89 an additional $25.0 million must be made available for the cyclical replacement of equipment and furniture.

2.1.2.5 Total Cost of Basic Funding Objectives (Column 5, Table 1)

The total cost of basic funding objectives in Column 5 of Table 1 is the sum of the first four columns. Council's estimate of the total cost of basic funding objectives for 1988-89 is $2,014.0 million - a 10.0% increase over the 1987-88 estimated expenditure base.

2.1.3 Estimated Government Grants Required to meet the Basic Funding Objectives

Council estimates that the other income accruing to the university system in 1988-89, in addition to Government grants, will be:

i) from other sources, $73.7 million, which is the same as the amount projected for 1987-88;

ii) from fees other than tuition fees, $28.6 million, which is the 1987-88 projection adjusted for a projected 4.0% increase in enrolment in 1988-89; and

iii) from formula tuition fees, $295.5 million at 1987-88 fee rates.

Consistent with Council's advice on formula fee rates in Advisory Memorandum 79-IV, formula fee rates are increased by the same percentage as operating grants. Therefore, formula fee rates and Government grants should be increased by 10.5%. As shown in Table 2, Council estimates that of the total $2,014.0 million required, $1,585.2 million must be made available as Government operating grants to meet the costs of Council's basic funding objectives in 1988-89.

Council realizes that the percentage increase in formula fee rates may appear to be large. However, it must be pointed out that for the past four

years formula fee rate increases have not kept pace with increases in operating grants. Given the cumulative reduction in students' share of the cost of university education in recent years, Council believes such an increase is reasonable.

Table 2

Cost to Government of Meeting Council's Basic Funding Objectives for 1988-89: Provincially-Assisted Universities, Affiliated Colleges, Ryerson OISE, OCA, and Dominican College ($ million)

1.	Cost of Basic Funding Objectives	2,014.0
2.	Other Revenue	(73.7)
3.	Other Fee Revenue	(28.6)
4.	Total Formula Fees and Government Operating Grants required to meet Council's Basic Funding Objectives	1,911.7
5.	Formula Fee Revenue at 1987-88 rates and the predicted 1988-89 level of enrolment funded by base operating grants	295.5
6.	Estimated 1987-88 Operating Grants	1,433.8
7.	Estimated 1987-88 Operating Grants and enrolment-adjusted Formula Fee Revenue (line 5 + line 6)	1,729.5
8.	Percentage increase in Operating Grants and Formula Fee Revenue $\frac{\text{(line 4 - line 7)}}{\text{line 7}} \times 100$	10.5%
9.	Additional Formula Fee Revenue generated by an 10.5% increase in formula fee rates	31.0
10.	Total formula Fee Revenue (line 5 + line 9)	326.5
11.	Cost to Government of Basic Funding Objectives (line 6 increased by 10.0%)	1,585.5

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 87-32
GOVERNMENT OPERATING GRANTS FOR 1988-89 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES IN FUNDING PROVINCIALLY-ASSISTED UNIVERSITIES AND THEIR AFFILIATED COLLEGES, RYERSON POLYTECHNICAL INSTITUTE, THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION, THE ONTARIO COLLEGE OF ART, AND DOMINICAN COLLEGE

THAT $1,585.2 million in basic operating grants be made available in 1988-89 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College.

OCUA 87-33
FORMULA FEE RATES FOR 1988-89 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES

THAT formula fee rates for 1988-89 be increased by the same percentage as operating grants, namely 10.5%, to provide $326.5 million in formula fee revenue to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College, and that this increase in formula fee rates be fully reflected in the Ontario Student Assistance Program.

2.2 Cyclical Renewal of Physical Plant

Council welcomes Government's initiative to increase capital funding. In the past two years, Government has substantially increased its commitment to capital funding for Ontario universities. Currently, it is committed to providing $163.7 million in capital grants for the period 1987-88 to 1990-91. For 1987-88, a total of $66.0 million has been made available. However, only $11.95 million of this amount is allocated to projects covered by Council's 1987-88 capital funding recommendation of $37.5 million for new major repairs, renovations, alterations, and replacement projects. The remaining $54.05 million is allocated to the carry-over costs of existing projects and projects which provide additional space in the universities. The latter alone account for $46 million of the $54.05 million.

Council is convinced that provision for the on-going cyclical renewal of universities is essential to maintain the capital stock of Ontario universities. Proper capital renewal of the universities' physical stock will provide direct benefits for research and teaching in Ontario universities. Maintaining renewal of physical plant avoids crisis management in this area. It also provides for much needed updating of facilities in Ontario universities. Major repairs, renovations, alterations and replacement projects can also have a significant impact on job creation in each community in which a university is located, providing employment in the local economy for construction trades and others.

Council continues to use a level of 1% of the value of the space inventory in the university system as the minimum necessary annually for major repairs, renovations, alterations and replacement projects. For 1988-89, the value of this space inventory has been adjusted for inflation by increasing last year's recommendation for capital assistance by 2.1%, which is the most recent annual increase in the Gross Domestic Product Implicit Price Index for Non-Residential Construction (from 1985 to 1986).

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 87-34
LEVEL OF SUPPORT FOR MAJOR REPAIRS, RENOVATIONS, ALTERATIONS AND REPLACEMENT PROJECTS IN 1988-89 FOR THE CYCLICAL RENEWAL OF THE EXISTING CAPITAL STOCK

THAT funds for capital assistance for new major repairs, renovations, alterations and replacement projects in 1988-89 be $38.3 million, plus any amount required for carry-overs and essential new construction.

2.3 Special Institutional and Policy Matters

2.3.1 Current Cost Studies

At the request of the Minister, Council is conducting currently several cost studies which could have funding implications for 1988-89. Council is in the process of identifying the incremental costs associated with: (i) the OS:IS bulge; (ii) Northern Ontario institutions; (iii) institutional differentiation at Trent University; (iv) co-operative education; (v) accessibility for underrepresented groups; and (vi) the ongoing operation of Algoma College. Each of these studies could identify additional funding needs arising from the adequate provision of services in the areas noted.

At this time Council is unable to provide a detailed estimate of the incremental costs associated with these initiatives. Council is concerned, however, that there should be funds available for 1988-89 to meet the costs that will be identified later this year. At this time, Council is less concerned with providing advice on funding a possible OS:IS bulge in 1988-89 since Government has indicated it is committed to funding the accessibility of OS:IS students. Because of this commitment and the difficulty in estimating the cost of the bulge at this time due to inadequate information, Council does not provide advice on funding the OS:IS bulge in this memorandum. It plans to provide advice in the Fall of 1987 on the level of funding needed to cover the OS:IS bulge for 1988-89.

Unfortunately, the studies on the remaining subjects will not likely be completed until later in the year. In the interim, Council recommends that a preliminary provision be made for the costs identified. If the provision recommended by Council is inadequate, Council will recommend that additional funds be provided in 1989-90.

Accordingly, Council *recommends to the Minister and the Lieutenant-Governor in Council:*

OCUA 87-35
ADDITIONAL FUNDING FOR THE COSTS ASSOCIATED WITH COOPERATIVE EDUCATION, INSTITUTIONAL DIFFERENTIATION AT TRENT UNIVERSITY, NORTHERN ONTARIO INSTITUTIONS, ACCESSIBILITY FOR UNDERREPRESENTED GROUPS, AND ALGOMA COLLEGE FOR 1988-89

THAT $10 million be provided in 1988-89 as an initial step in recognition of the documented incremental costs of co-operative education, institutional differentiation at Trent University, Northern Ontario institutions, accessibility for underrepresented groups, and Algoma College.

2.3.2 Estimated Costs of the Bar Admission Course

Council has consistently recommended that Government deal with the cost of the grant-in-aid for the Bar Admission Course of the Law Society of Upper Canada separately from its provision for Council's basic funding objectives. Although this recommendation has not been adopted, Council continues to believe that such a change is necessary and desirable. Council is convinced that the present arrangement is anomalous. Funding of the Bar Admission Course should not be included in basic operating grants since it diminishes the allocations to universities and sets a dangerous precedent for funding which other professional associations may seek to attain. If no change is made, Council plans to review the allocation in the forthcoming year.

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 87-36
FUNDING FOR 1988-89 FOR THE BAR ADMISSION COURSE

THAT $0.9 million be provided in 1988-89 for a grant-in-aid for the Bar Admission course.

2.4 Restoration of Quality of Physical Plant

Council has been concerned that persistent underfunding for a number of years has had a deleterious effect on the quality of university instruction and research. While recent Government initiatives to increase funding levels have been welcome and extremely important in restoring a measure of quality, the cumulative impact of several years of severe underfunding will not be remedied quickly. Deterioration in quality has been particularly evident in universities' physical plant. The decline in the state of physical plant resources has become so acute that Council regards restoration in quality in this area to be a continuing priority.

2.4.1 Deferred Maintenance of Physical Plant

Under the section above, "Cyclical Renewal of Physical Plant", Council recommended that $38.3 million be made available in 1988-89 for the on-going maintenance of the universities' physical plant. This recommendation is based on the belief that throughout the life of the universities' physical plant an equal annual provision (1% of the value of the space inventory)

will, on average, provide for adequate maintenance of the capital stock. However, for several years Ontario universities have not received the necessary annual support to meet the needs of their on-going repairs, renovations, alterations, and replacement projects. Council estimates that the cumulative shortfall in Government funding for cyclical renewal from the inception of Council's advice on this matter to the present amounts to $215.9 million in 1987 dollars. This level of underfunding for capital renewal has been so severe that it represents an increasingly critical priority.

Council's annual recommendations on cyclical capital renewal assume that in every year of the life of university buildings a similar provision is made. Unlike some operating expenditures where a delay in funding or lack of funding affects only that particular year's operations, a shortfall in capital funding has a cumulative impact on the universities' physical plant. It is Council's view that if the universities have to continue to defer significant capital maintenance, they will require extraordinarily large outlays of capital assistance in the future. In the long run these outlays will be much more costly than the annual provision of adequate maintenance funds.

Council believes Government should undertake a concerted and systematic effort to address the backlog of deferred maintenance identified above. It is, therefore, recommending that Government deal with this problem over a ten-year period beginning in 1988-89 by funding 10% of the estimated cumulative shortfall in Government funding for cyclical renewal of the physical plant ($21.6 million).

Accordingly, as a first step towards addressing this problem, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 87-37
LEVEL OF SUPPORT FOR DEFERRED MAINTENANCE OF PHYSICAL PLANT IN 1988-89

THAT in addition to the amount recommended in 87-33, funds for capital assistance in 1988-89 include, at a minimum, $21.6 million for deferred repairs, renovations, alterations and replacement projects.

Conclusion

It is Council's conviction that the funds recommended in this memorandum and summarized in Table 3 are the minimum required to maintain the Ontario university system.

Paul Fox,
Chairman

July 28, 1987

Table 3

Summary of Grant Recommendations for 1988-89
($ million)

2.1	Maintenance of Basic Operating Support	1,585.2
2.2	Cyclical Renewal of Physical Plant	38.3
2.3	Special Institutional and Policy Matters	
	1) Current Cost Studies	10.0
	2) Grant-in-aid for the Bar Admission Course	0.9
2.4	Restoration of Quality of Physical Plant	
	1) Deferred Maintenance of Capital Stock	21.6
Total Grants Recommended		1,656.0

Appendix A

Revised Calculation of Shortfall in Funding for 1987-88

The estimate of the basic funding requirements for 1987-88 contained in Advisory Memorandum 86-II has been revised to reflect up-dated estimates of CPI and enrolment change. The inflation factors for salary and non-salary items have moved from 3.8% and 4.4% to 4.5% and 5.2% respectively. Enrolment change projections have been changed from a decline of 1.0% to 0.0% to reflect the adjustment in the new operating grants formula mentioned above. As a result, the revised estimate of the cost of basic funding objectives in 1987-88 is $1,812.3 million.

The estimate of total funds available to the Ontario university system has also been revised to reflect up-dated information on government grants, fees, and other income. Council now estimates that total fee income (formula tuition and other fees) will be $323.0 million in 1987-88. Government operating grants supporting the cost of basic funding objectives will total $1,336.8 million. Other revenue is estimated to be $73.7 million in 1987-88. Thus, the total estimated revenue available to the system to meet the cost of basic funding objectives is $1,733.5 million.

The revised estimate of the shortfall in revenue compared to expenditures required to meet the basic funding objectives is $78.8 million ($1,812.3 - $1,733.5 million).

Council's estimate of total operating funding needs for 1987-88 is the sum of the revised estimate of the cost of basic funding objectives ($1,812.3 million) and the additional operating grant recommendations found in Advisory Memorandum 86-II: $25.0 million for library and equipment needs, $15.0 million for operating grants formula anomalies, and $10.0 million for program adjustments and specialization. This equals $1,862.3 million.

The estimate of the total operating funds available for 1987-88 is the sum of the estimate of the funds available for the cost of basic funding objectives ($1,733.5 million) and the targetted operating grants provided for 1987-88: $37.0 million for faculty renewal, library enhancement and student equipment, $25.0 million for enrolment/accessibility adjustments, $25.0 million for research overheads/infra-structure funding, $3.0 million for special Northern grants, and $7.0 million for program adjustments. This amounts to $1,830.5 million.

Council estimates that the shortfall in total operating revenue compared to total operating expenditures for 1986-87 is $31.8 million ($1,862.3 - $1,830.5 million).

Table A-1

Revised Operating Funding Shortfall for 1987-88
($ million)

Council's Revised Recommendations		
Cost of Basic Funding Objectives (A)	1,812.3	
Additional Grants Recommended		
Equipment and library needs		25.0
Operating grants formula anomalies		15.0
Program adjustment and specialization		10.0
Total Operating Needs (B)		1,862.3
Estimated Revenues Available		
Revenue Available for the Cost of Basic Funding Objectives (C)	1,733.5	
Additional Operating Grants Available		
Faculty renewal and library enhancement and student equipment		37.0
Enrolment/accessibility adjustments		25.0
Research overheads/infrastructure funding		25.0
Special Northern		3.0
Program adjustments		7.0
Estimated Total Operating Revenue Available (D)		1,830.5
Shortfall in Funds Available		
Funds available for the Cost of Basic Funding Objectives (A-C)		78.8
Funds available for Total Operating Needs (B-D)		31.8

Appendix B

The 1987-88 Base

This appendix outlines the derivation of the 1987-88 base used in Council's funding exercise. For the purpose of this exercise, Council assumes that system expenditures equal total revenues, and estimates total operating revenue at $1,830.5 million in 1987-88. Table B-1 provides details of 1987-88 revenues by type.

Formula and Non-Formula Grants

The figure $1,433.8 million for 1987-88 found in Table B-1 is derived by subtracting $7.9 million in line-item grants and $0.8 million to be used for the grant-in-aid to the Bar Admission Course from the $1,442.5 million in operating grants for 1987-88 announced by the Minister on November 3, 1986.

Formula and Other Fees

In each year, Council's funding base includes only that fee revenue which is derived from formula fees and other fees. Any revenue accruing to the universities as a result of the application of their discretionary tuition fee power has been excluded from the base. The 1987-88 formula fee revenue is estimated to equal $295.5 million. This is calculated by applying the 1987-88 formula fee rates to 1986-87 enrolment. This figure also includes an estimate of supplementary foreign fee revenue and third-term graduate formula fees. The other fee revenue estimate of $27.5 million was based on the universities' budget reports for 1987-88.

Other Revenue

Other revenue for 1987-88 includes Ministry line-item grants of $7.9 million and an estimated $65.8 million in other sources of income. The latter amount was derived from the universities' reports on budgetted revenue for 1987-88.

Table B-1

Estimated University System Revenue for 1987-88 ($ million)

Formula and Non-Formula Grants*	$1,433.8
Formula Fees	295.5
Other Fees	27.5
Other Revenue**	73.7
Total	$1,830.5

* Excludes Ministry line-item grants and Bar Admission Course grant-in-aid.
** Includes Ministry line-item grants.

87-IX The Ontario Graduate Scholarship Program 1988-89

Introduction

The Ontario Graduate Scholarship Program was established in 1973 by the Government of Ontario to encourage excellence in graduate studies. Since its establishment, this program has made available a total of 15,745 scholarships to outstanding graduate students studying at Ontario universities. Council wishes to commend the Government for its continued support of this initiative and to reemphasize the very critical importance of this program for attracting and nurturing excellent young scholars in this Province.

In this Memorandum, Council submits its advice on the value, number and distribution of the Ontario Graduate Scholarships for 1988-89. This advice is rendered in accordance with Council's long-term objectives for the Ontario Graduate Scholarship Program as outlined in Advisory Memorandum 85-VI, The Ontario Graduate Scholarship Program, 1986-87.

Table 1

Comparative Scholarship Stipends

	OGS	NSERC PGS Awards[1]	SSHRC Doctoral Scholarships	OGS % of NSERC/ SSHRC Average Value
1974-75	$3,400[2]	$ 4,500	$ 4,000	80.0
1975-76	$3,400[2]	$ 5,000	$ 5,000	68.0
1976-77	$3,750	$ 5,520	$ 5,500	68.1
1977-78	$4,350	$ 6,000	$ 6,000	72.5
1978-79	$4,500	$ 6,360	$ 6,360	70.8
1979-80	$4,800	$ 7,000	$ 6,750	69.8
1980-81	$4,890	$ 8,500	$ 7,860	59.8
1981-82	$5,700	$ 9,350	$ 8,760	63.0
1982-83	$6,270	$10,500	$ 9,720	62.0
1983-84	$6,585	$11,100	$10,800	60.1
1984-85	$6,915	$11,600	$11,340	60.3
1985-86	$7,305	$11,600	$11,640	62.9
1986-87	$8,760	$11,600	$12,000	74.2
1987-88	$9,105	$11,600	$12,000	77.2

1. NSERC post-graduate scholarship (PGS) values are those in effect in the Fall of each academic year.
2. Adjusted to take account of the integration of fees into the award in 1976-77.

Scholarship Stipend Value

In response to Advisory Memorandum 86-VI, The Ontario Graduate Scholarship Program 1987-88, the Minister announced that the value of the

Ontario Graduate Scholarship (OGS) stipend for 1987-88 would increase from the 1986-87 level of $8,760 or $2,920 per term to $9,105 or $3,035 per term.[1] This represented a 4% increase in the value of the award.

To effectively encourage excellence in graduate studies within the Ontario university system, Council believes that the OGS stipend must be valued at a level which will attract and retain excellent graduate students within Ontario. In Advisory Memorandum 85-VI Council recommended that the value of the OGS stipend should be restored to its original level of 80% of the average value of the Federal government scholarships available from the Natural Sciences and Engineering Research Council (NSERC) and the Social Sciences and Humanities Research Council (SSHRC). As Table 1 illustrates, subsequent to this recommendation, the value of the award increased from 62.9% to 77.2% of the average value of these two federal awards.

While Council is encouraged by the significant increase in the comparative value of the OGS award since 1985-86, it remains convinced that the value of the scholarship must be increased to 80% of the mean value of the NSERC and SSHRC awards in order to restore the program to its original level of prestige, importance and effectiveness.

Using the announced 1988-89 NSERC values of $13,500 for the fields of engineering and computer science, and $12,500 for all other fields, weighted by the estimated number of awards in each category (one-quarter for engineering and computer science and three-quarters for the remaining science fields), and an estimated SSHRC value based on the 1987 value ($12,000) inflated by an estimated cost of living factor of 4.6%, Council recommends that the value of the OGS stipend for 1988-89 should be $10,121 or $3,374 per term, an increase of 11.2%.

Accordingly Council *recommends to the Minister:*

OCUA 87-38
ONTARIO GRADUATE SCHOLARSHIP STIPENDS 1988-89

THAT in 1988-89, Ontario Graduate Scholarships carry a minimum stipend value of $10,121 or $3,374 per term.

Number of Awards

As indicated in Table 2, with the exception of 1981-82, the total number of Ontario Graduate Scholarship awards available has been maintained at 1,200 since 1978-79. Council is concerned that there is an increasing disparity between the number of qualified applicants and the number of stipends awarded. During the period 1978-79 to 1987-88 the number of applications has increased 48%, resulting in a decline in the proportion of applicants supported by the program from 23.8% in 1978-79 to 16.1% in 1987-88. The greatest application pressures continue to come from the applied sciences, biological sciences, and social sciences, with overall increases since 1978-79 of 125%, 72%, and 48% respectively.

1. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, February 2, 1987, p. 1.

Table 2

Number of OGS Awards and Applicants 1978-79 to 1987-88

	Total Number of Awards Available	Total Number of Applicants	% of Applicants Supported
1978-79	1,200	5,041	23.8
1979-80	1,200	5,171	23.2
1980-81	1,200	5,711	21.0
1981-82	1,000	5,971	16.7
1982-83	1,200	6,249	19.2
1983-84	1,200	7,222	16.6
1984-85	1,200	7,320	16.4
1985-86	1,200	7,305	16.4
1986-87	1,200	7,190	16.7
1987-88	1,200	7,473	16.1

The growth in the number of applicants since 1978-79, without any corresponding increase in the number of awards, has resulted in many excellent applicants being denied a provincial scholarship. Dr. James R. Harkins, the Chairman of the OGS Selection Board, has expressed his concern in this regard. In his report Dr. Harkins stated:

> The addition of another 100 or 200 scholarships is not going to relieve dramatically that difficulty, but it will grant encouragement and assistance to some clearly deserving students. To say that such an increase in the number of Ontario Graduate Scholarships...is a sound investment is to state the obvious. Looking at these dossiers over the years, it is clear that such an increase is justified by their quality.
>
> The final recommendation is that the Ministry give serious consideration to the increase in the number of Ontario Graduate Scholarships beyond the 1200 now available.[2]

Council concurs with the Selection Board Chairman's recommendation that this problem be addressed. Council believes that it would be wise to increase the number of Ontario Graduate Scholarships awarded. Such a move would be compatible with recent Government efforts to promote excellence in Ontario universities and to facilitate technological development and economic competitiveness in the Province as a whole.

In the recent past, Council has accorded first priority to the achievement of an immediate increase in the value of the stipend to its original benchmark of 80% of the average value of the NSERC and SSHRC awards. However, given the factors outlined above, Council is extremely concerned about the continuing decline in the proportion of awards to

2. James R. Harkins, Report of the Chairman of the Ontario Graduate Scholarship Selection Board for the 1987-88 Competition, p. 27.

applicants. Council believes that there must be an increase in the total number of awards for 1988-89. Council therefore recommends that the total number of awards for 1988-89 be increased from 1,200 to 1,300.

Accordingly, Council *recommends to the Minister:*

OCUA 87-39
NUMBER OF ONTARIO GRADUATE SCHOLARSHIPS FOR 1988-89.

THAT in 1988-89, 1,300 Ontario Graduate Scholarships be made available for:

a) open competition;
b) institutional awards; and
c) visa students.

Institutional Awards

In Advisory Memorandum 86-VI, Council stated that it:

> ...believes it necessary that a certain number of awards be reserved for institutions which require them in order to preserve a minimum number of outstanding graduate students within their graduate enterprises.[3]

Toward the achievement of this objective, in 1985 and 1986, Council recommended that the number of awards reserved for recipients of institutional awards be increased to the original 1975 level of 10 awards per institution and that Wilfrid Laurier University be excluded from the institutional award group. Wilfrid Laurier did not appear to require further assistance in maintaining a core of outstanding graduate scholars because it had been attracting a significant number of scholarship holders in the open competition since 1980-81. The Minister accepted the recommended change in institutional award allocations, noting that the reallocation would become effective for the 1988-89 competition.[4]

This Spring, Council received a submission from the Ontario Council on Graduate Studies (OCGS) concerning the distribution of Ontario Graduate Scholarship institutional awards. The submission had been unanimously endorsed by the Council of Ontario Universities (COU). Although Council was reluctant to reconsider the distribution of Ontario Graduate Scholarship awards before the procedure recommended in Advisory Memorandum 85-VI had been implemented, Council felt that the OCGS proposal had considerable merit. As a result, a Council committee met with OCGS officials to explore their proposal in greater detail.

The OCGS proposal is based on the belief that the need for institutional awards decreases as the number of open awards held by students enrolled in graduate studies at a university increases, and that all

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3. Ontario Council on University Affairs, Advisory Memorandum 86-VI, "The Ontario Graduate Scholarship Program, 1987-88", p. 6.

4. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, February 2, 1987, p. 2.

universities should be treated in the same way, with eligibility for institutional awards related to the number of open awards held at each institution rather than dependent on whether or not an institution offers doctoral programs.[5] The OCGS submission indicated that:

> The Committee regards with some scepticism the non-doctoral/doctoral distinction with respect to eligibility for institutional awards. There are other factors besides the existence of doctoral programmes that affect the ratio between the number of awards won by students from a university and the number of awards held by students attending a particular university. These factors include size of university, size of urban area in which a university is located, geographic location within the province, the number of masters and doctoral programmes, and the ways in which graduate programmes may be concentrated in certain sectors of academic or professional activity. As a consequence, the Committee is of the view that a minimum number of OGS Awards should be assured to all institutions in order to encourage excellence.[6]

Since 1985 Council has moved away from the doctoral/non-doctoral distinction as a determinant of eligibility for institutional awards and toward a criterion based on need, defined by the total number of students holding OGS awards at an institution. As indicated earlier, on Council's recommendation, Wilfrid Laurier University became ineligible for institutional awards because it did not appear to require assistance in maintaining a core of outstanding graduate scholars even though it is an institution without doctoral programs.[7]

On the other hand, having reviewed the number of awards held annually at each university, Council notes that if current trends continue some "doctoral" institutions might attract fewer scholarship holders than would be required for the maintenance of a core of excellent graduate students in their graduate enterprise. Council believes that the proposed mechanism would provide a cushion for universities which, in the future, may find themselves with prolonged declines in the number of scholarship-holders enrolling in their graduate programs.

Council therefore concurs with the approach proposed by OCGS and finds it compatible with Council's objectives regarding the importance of ensuring the presence of a minimum number of outstanding graduate students within each university.

The mechanism proposed by OCGS is based on a gradual decrease in the number of institutional awards allocated to an institution relative to the number of open awards held there. OCGS recommended that:

1. for every two above 9 open awards held by students enrolled in

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5. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, Ontario Council on Graduate Studies, to Mrs. M. Paikin, April 3, 1987, p. 2 (Attachment).

6. Ibid., p. 3 (Attachment).

7. Ontario Council on University Affairs, Advisory Memorandum 85-VI, The Ontario Graduate Scholarship Program, 1986-87, p. 31.

graduate studies at the university a university incurs a decrease of one institutional award,

2. to calculate the institutional award entitlement for any one year the open award number be the rolling average for the previous three years (in integer values, rounded up).[8]

Council accepts the general mechanism proposed. However, in accordance with its advice of 1985, Council believes that the minimum number of institutional awards granted should be 10 rather than 9 as proposed by OCGS. Table 3 illustrates the distribution of institutional awards which results from the OCGS proposed mechanism, using 10 as the minimum number of awards to be held by any institution.

Under the proposed distributive mechanism, any institution is eligible for an institutional award if the number of open awards held at the institution for the three previous years averages less than 30. Institutions averaging 30 or more open awards in the previous three years would not be eligible for institutional awards.[9]

If any institution receives a number of open awards for the three previous years which averages 10 or less, then it would be entitled to receive the maximum of 10 institutional awards.[10]

Where the three-year average of open awards held at any institution totals more than 10 or less than 30, institutional awards would be granted in declining proportion to the number of open awards held at each institution, based on the rolling three-year average. (The averaging technique prevents sharp increases or decreases in the total number of awards held at each institution.) For every two open awards above 10 (based on the three year rolling average) held at an institution, the institution would be eligible for one less institutional award.[11]

Under this distributive mechanism institutional awards will decrease as open awards increase. The existence of institutional awards will ensure that any institution with a three-year rolling average of less than thirty open awards will be entitled to hold one or more institutional awards. This will maintain a minimum number of 10 outstanding graduate students within the graduate enterprise of each institution. However, as an institution increases its ability to attract graduate students with OGS awards in the open competition, its need for institutional awards diminishes, and the institutional award entitlement would be automatically reduced, eventually declining to zero.

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8. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, Ontario Council on Graduate Studies, to Mrs. Marnie Paikin, April 3, 1987, p. 3 (Attachment).

9. This can be expressed algebraically as:
If $C \geq 30$, then $I = 0$, where: C = Open Awards and I = Institutional Awards.

10. This can be expressed algebraically as:
If $C \leq 10$, then $I = 10$, where: C = Open Awards and I = Institutional Awards.

11. This can be expressed algebraically as:
If $10 < C < 30$, then $I = 15 - .5C$ where C = Open Awards and I = Institutional Awards, expressed in integer values rounded up.

Table 3

COU/OCGS Proposed Distribution Mechanism For Institutional Awards

Number of Open Awards (3 year rolling average)	Number of Instit. Awards	Total
0 to 10	10	10 to 20
11	10	21
12	9	21
13	9	22
14	8	22
15	8	23
16	7	23
17	7	24
18	6	24
19	6	25
20	5	25
21	5	26
22	4	26
23	4	27
24	3	27
25	3	28
26	2	28
27	2	29
28	1	29
29	1	30
30 or greater	0	30

This mechanism creates an incentive system for universities to improve their graduate faculties in order to attract more award-winners in the open competition, while ensuring the existence of a minimum number of outstanding graduate students at each university.

Accordingly, Council *recommends to the Minister:*

OCUA 87-40
ALLOCATION OF INSTITUTIONAL AWARDS.
THAT in 1988-89, institutional awards be distributed according to the mechanism set out in this Memorandum.

Visa Student Awards

Council commends the Government on its recent initiative to attract 1,000 international students to graduate study at Ontario universities in 1987-88 through differential fee exemptions.[12] Since this new program merely reduces visa student graduate fees to the level paid by Canadian

12. Ministry of Colleges and Universities, News Release, June 26, 1987.

citizens and permanent residents, it does not diminish the need for the OGS program.

In addition to the differential fee exemption already granted to all visa students winning an OGS award, the Ontario Graduate Scholarship Program rewards visa student scholars for academic excellence and permits Ontario universities to compete with other provinces, and other nations, for outstanding visa students studying abroad.

Council believes that the presence of a minimum number of academically outstanding visa graduate students in Ontario provides immeasurable benefits to the universities in which they are enrolled. Council recommends, therefore, that the present number of visa student awards be continued.

Accordingly, Council *recommends to the Minister:*

OCUA 87-41
ONTARIO GRADUATE SCHOLARSHIPS TO PERSONS ON STUDENT VISAS.

THAT in 1988-89, 60 scholarships be reserved for persons who at the time of application are student visa holders.

Conclusion

The Ontario Graduate Scholarship Program has the potential to continue to be an effective instrument with which to enhance the quality of the graduate enterprise in Ontario and to further the Government's objectives of achieving quality and excellence in the Ontario university system. A strong Ontario Graduate Scholarship Program can ensure the presence of a critical mass of excellent graduate students at Ontario universities. The identification, reward and encouragement of academic excellence are crucial to the growth and competitiveness of our economy in an increasingly knowledge-based society. Council is convinced that the recommendations in this Memorandum will help restore the Ontario Graduate Scholarship Program to its original level of prestige, importance, and effectiveness and enable this program to approach its potential for contributing to the Government's objective of excellence in education in Ontario.

Paul Fox,
Chairman

October 16, 1987

87-X An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation

Following preliminary discussions with Council representatives, Ryerson Polytechnical Institute submitted to Council on October 23, 1987 a proposal to amend the Ryerson Polytechnical Institute Act of 1977 regarding designation of degrees offered by the Institute.[1] Council has reviewed the Ryerson proposal and provides in this memorandum its advice on the matter.

1.0 Historical Background

Ryerson has been able to grant degrees since 1971. Unlike universities, however, it is restricted by its Act to offering certain specific degrees. The Ryerson Polytechnical Institute Amendment Act, 1971 permitted the Institute to grant Bachelor of Applied Arts (B.A.A.) and Bachelor of Technology (B.Tech.) degrees. Subsequently, under the Ryerson Polytechnical Institute Act, 1977 it was permitted to grant also the Bachelor of Business Management degree (B.B.M.).

In Advisory Memorandum 80-IV, "The Role of Ryerson Polytechnical Institute", Council noted that the Institute's 1977 Act, by defining the types of degrees to be awarded, set the parameters within which the Institute must operate and thus substantially established its role:

> Under the terms of the "Ryerson Polytechnical Institute Act, 1977", Ryerson may award diplomas and certificates and grant bachelor degrees in applied arts, technology and business management. The Act specifies that degree, diploma and certificate programs may be established, changed or terminated only after consultation with the Minister. The Act makes no provision for Ryerson to grant degrees in the "pure" arts and sciences nor does it permit Ryerson to grant graduate degrees. Ryerson is thus defined, by the Act, as an undergraduate institution oriented towards programs of an applied nature.
>
> ... Ryerson possesses a mandate quite different from that of a university since the Institute's prime directive is to provide instruction in certain specified areas. Universities, by comparison, possess a more general mandate under which they may provide instruction in a wider variety of disciplines, conduct both basic and applied research and grant graduate degrees. Ryerson also differs from the CAATs in that it is authorized to offer programs at the degree level. The Act thus provides Ryerson with a unique specified role.[2]

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1. Ryerson Polytechnical Institute, A Proposal to Amend the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation, October 23, 1987.

2. Ontario Council on University Affairs, Seventh Annual Report, 1980-81, p.126.

Council believes that the Ryerson Act should continue to ensure a unique role for Ryerson. Degree designations should continue to reinforce this role. This does not mean, however, that Ryerson's degree designations must be restricted to its current offerings. It does mean, nevertheless, that any change in degree designations must be considered carefully and must enhance the role of Ryerson.

In Advisory Memorandum 80-IV, Council also outlined its views on Ryerson's instructional role and program offerings indicating that:

> ... Council believes that Ryerson must remain devoted to certificate, diploma and undergraduate degree level instruction in the applied arts, business and technology. Its programs should continue to have both more breadth and more depth than the programs offered by the CAATs. Similarly, its programs should continue to be more oriented towards the practical and the "immediately useful" than the universities' arts and sciences program and, for that matter, the universities programs in established professional disciplines. By offering such programs, which appeal to those students more oriented towards the immediate utilization of practical knowledge, Ryerson contributes to the development of Ontario's industrial/commercial base. Ryerson's programs should fill either a current or anticipated market need or they should not exist.[3]

Council strongly believes that any amendment to the Ryerson Act should not undermine the central focus and role of Ryerson as outlined in Advisory Memorandum 80-IV.

2.0 The Need for Change

In its submission to Council, Ryerson argues effectively that the uniqueness of the degree designation for certain programs is a disadvantage to graduates in the marketplace. It indicates that while the current degree designations (B.A.A., B.Tech., and B.B.M.) allowed under the Ryerson Act are well suited for some Ryerson programs, for certain others they are inconsistent with the degrees awarded for comparable studies at other Canadian institutions. In the latter category of programs, the degree designations are unfamiliar to employers and do not convey the educational background of the graduates accurately. It is argued that Ryerson graduates are placed at a disadvantage in the job market and that the Institute is placed at a disadvantage in attracting the best students.

This is a particular problem for Ryerson degree programs which lead to the same professional certification or accreditation as those offered by Ontario and Canadian universities: Social Work, Interior Design, Urban and Regional Planning, Nursing, and Food Nutrition, Consumer and Family Studies. Ryerson argues that the three existing Ryerson degree designations do not reflect marketplace norms of these programs in the same way as does a Bachelor of Social Work for social work, a Bachelor of Interior Design for interior design, a Bachelor of Environmental Studies for urban and regional planning, a Bachelor of Nursing for nursing, or a Bachelor of Applied Science for family and consumer studies.

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3. Ibid., p.127

Ryerson puts the need for a change in degree designation in the following context:

> It must be stressed that Ryerson's mission is to educate and train students for the marketplace. Ryerson takes this mission with utmost seriousness and is committed to dealing with any obstacles which stand in the way of the institute achieving this important mission. Degree designations that disadvantage our graduates in the marketplace are clearly an obstacle and must therefore be corrected.[4]

Council agrees with Ryerson's assessment and believes it is contradictory that an institution whose role focuses on providing students with practical and marketplace-oriented education should be limited to degree designations which inhibit this mission. Consequently, Council supports Ryerson's request for expanded degree designation authority.

3.0 An Appropriate Amendment to the Act

In its submission to Council, Ryerson indicates that changing the Institute's degree designations to reflect more accurately the content of its programs will not alter its differentiated role. It argues that degree designations are not an operational part of the structure that makes Ryerson different. Ryerson states:

> We contend that Ryerson's role within the system is already very distinct. In those areas where our mandate overlaps with other universities we feel that the difference is adequately emphasized by the manner in which we discharge our mission.[5]

Council believes that in many respects this is the case. However, Council feels that Ryerson degree designations must not only appropriately reflect program content, but also enhance and reinforce Ryerson's differentiated role.

Council recognizes that the content, manner of delivery, and type of programs offered are extremely important in determining Ryerson's differentiated role. Consequently, Council strongly believes that the unique relationship Ryerson has with Government and Council in monitoring the Institute's program offerings must remain in place. The Act must continue to specify that degree, diploma and certificate programs may be established, changed or terminated only after consultation with the Minister and approval by the Board of Governors. The periodic reviews of existing programs which are provided to Council and the Minister must also continue.

Similarly, it is important to continue the special funding arrangements for Ryerson, whereby its level of formula grants are determined by a special institutional weight for its enrolments. Any change in degree designation should not affect funding arrangements or levels since these funding arrangements were put in place to reflect Ryerson's differentiated role. In any case, the President of Ryerson has made it explicit in a letter

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4. Ryerson, op. cit., p.3.

5. Ibid., p.9.

accompanying the Institute's submission that "the changes we propose will not be used to seek any changes in funding".[6]

Council reaffirms the importance it attaches to the continuance of the existing mechanisms and relationships which support Ryerson's differentiated role. In addition, Council feels that it is important that a mechanism be put in place to ensure that new degree designations appropriately reflect program content as well as enhance and reinforce Ryerson's differentiated role.

In reviewing this matter Council examined several approaches to ensuring that this principle be considered when adding new degree designations.

One method would be to continue the current approach where the Act identifies specifically the degrees which can be offered, requiring Ryerson to apply for an amendment to the Act each time it wishes to change a degree designation. For example, at this time, Ryerson could request an amendment to allow the granting of the Bachelor of Social Work degree which Ryerson cites in its proposal as being the most immediate problem. However, Council believes that this solution would be too cumbersome and restrictive since it would require Ryerson to go to the Legislative Assembly to secure an amendment to its Act each time it wished to change or add a new degree designation.

At the other extreme would be an amendment which would give Ryerson the power to offer any undergraduate degree it felt appropriate. Council believes that this would not adequately safeguard the Government's and Council's interest in ensuring degree designations which reinforce Ryerson's differentiated role.

Council also considered a "middle ground" where it would be written into the Ryerson Act that the Institute may offer appropriate undergraduate professional and quasi-professional degrees which have been approved by the Ontario Council on University Affairs. While this approach would assure Council that new degree designations would reinforce Ryerson's differentiated role, it has some major weaknesses. First, Council has advisory responsibility and not statutory powers. Such an amendment would inappropriately alter this responsibility. Second, Council exists by order in council and not by statute. Difficulty might arise if Council were replaced or disbanded in the future.

Given these considerations, Council has reviewed with favour a method proposed by Ryerson. It provides for an appropriate balance between flexibility and practical implementation on the one hand and on the other an assurance for Government and Council that new degree designations fit Ryerson's differentiated role. Under the proposal, paragraph 10 (h) in the Ryerson Act, which deals with the power of the Academic Council, would be amended. It currently reads:

> 10. The Academic Council has, subject to the approval of the Board with respect to the expenditure of funds, the power to establish the educational policy of the institute and without limiting the generality of the foregoing has the power,
>
> (h) to grant bachelor of applied arts, bachelor of technology and

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6. Letter from Dr. Brian Segal, President, Ryerson Polytechnical Institute to Dr. Paul Fox, October 23, 1987.

business management degrees; and....

Subparagraph (h) would be amended to read :

(h) to grant bachelor of applied arts, bachelor of technology and **bachelor of** business management degrees, **and such other baccalaureate degrees as are consistent with the professional and quasi-professional programs of the Institute and have been authorized by a process approved by the Minister;** and....[7]

In addition to the proposed amendment to the Act, Ryerson has suggested possible processes for reviewing and approving changes in degree designation. For new programs, the degree designation would be included in the proposal to Council under the program approvals process established in Advisory Memorandum 82-VII. For programs currently offered by Ryerson, a new process is proposed. Ryerson would submit to Council a proposed change in degree designation for a program. Council would review the proposal and recommend to the Minister on the suitability of Ryerson's request.[8]

Council accepts and supports the amendment to the Ryerson Act proposed by the Institute. It also agrees with the type of review processes proposed.

Council recommends that the review process for a change in degree designation for existing programs be as follows:

1. Ryerson submits to Council, at least 12 months prior to the proposed implementation of the change in degree designation, a written proposal which includes:

   (a) a review of the proposed change in degree designation by the Academic Council of Ryerson and any constituent committees responsible for reviewing such matters;
   (b) an outline of the arguments for a change in degree designations and analysis supporting these arguments;
   (c) pertinent information concerning the program and degree designations such as accreditation status and/or review of degrees offered elsewhere in Ontario, Canada and the United States for similar programs; and
   (d) other tangible evidence and documentation which demonstrates the need and suitability of the proposed change.

2. Council will review the proposal to ensure that:

   (a) the degree designation reflects program content; and
   (b) the degree designation reflects and enhances Ryerson's differentiated role.

3. In making this assessment Council will:

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7. Ryerson, op. cit., p.12, The added clause is shown in bold and underlined.

8. See ibid., p. 13. for a detailed description.

(a) notify and invite comment by other institutions in the Ontario university system and other interested parties;
(b) undertake further enquiry where necessary; and
(c) recommend to the Minister on the suitability of the proposed change in degree designation.

Under this process Council would endeavour to make its recommendations in a timely fashion so that the Minister might respond prior to the proposed date of implementation.

Where a new degree designation is requested for a new program, Ryerson will be required to submit the information similar to that to be required for existing programs as part of its submissions for funding approval for the new program. Council will evaluate the merits of the request for funding approval for the program according to existing funding approval policies and procedures and evaluate the merits of the request for a new degree designation.

The process of the assessment of a new degree designation for a new program would be the same as for an existing program except that Ryerson will be required to submit a written proposal for the degree at the time the Institute submits its request for funding approval for the new program. For any given program, Ryerson could ask Council to deal with the program and degree designation as a package rather than as separate issues. While this would be an option for Ryerson to request, the usual procedure would be for Council to consider program approval and degree designation separately. That is, it would be possible for the program to be approved and the requested degree designation rejected.

Accordingly, Council *recommends to the Minister:*

OCUA 87-42
AMENDMENT TO THE RYERSON POLYTECHNICAL INSTITUTE ACT OF 1977 REGARDING DEGREE DESIGNATIONS

THAT paragraph 10(h) of the Ryerson Polytechnical Institute Act be amended from reading "(h) to grant bachelor of applied arts, bachelor of technology and business management degrees; and" to read "(h) to grant bachelor of applied arts, bachelor of technology, bachelor of business management degrees, and such other baccalaureate degrees as are consistent with the professional and quasi-professional programs of the Institute and have been authorized by a process approved by the Minister; and".

OCUA 87-43
PROCESS TO REVIEW AND APPROVE CHANGES IN DEGREE DESIGNATIONS OF EXISTING PROGRAMS OFFERED BY RYERSON POLYTECHNICAL INSTITUTE

THAT the process and procedures for approval of new degree designations for existing programs at Ryerson Polytechnical Institute be as set out in this memorandum.

OCUA 87-44
PROCESS TO REVIEW AND APPROVE NEW DEGREE

DESIGNATIONS OF NEW PROGRAMS TO BE OFFERED BY RYERSON POLYTECHNICAL INSTITUTE.

THAT the process and procedures for approval of new degree designations for new programs to be offered by Ryerson Polytechnical Institute be as set out in this memorandum and be in addition to the existing policies and procedures outlined in Advisory Memorandum 84-IV for funding approval for new programs.

Paul Fox
Chairman

November 20, 1987

87-XI Criteria and Process for the Program Adjustments Envelope for 1988-89 and Beyond

In Advisory Memorandum 87-VII, Council outlined the interim criteria, process and distribution of the program adjustments envelope for 1987-88. At that time it indicated that:

> ...Council was struck by the complexity and breadth of issues raised by institutions concerning the continuing operation of this funding envelope. Given these factors and the critical importance Council attaches to a well functioning program adjustments envelope under the new operating grants allocation system, Council wishes to undertake a careful and thorough analysis and discussion of the most appropriate ongoing process, criteria and funding arrangements before providing advice on the future operation of this envelope.[1]

In this memorandum, Council provides recommendations on the objectives, eligible activities and expenditures, Council's approval process, and institutional procedures for applying for program adjustments funding in 1988-89 and beyond.

1.0 Objectives

Council outlined in Advisory Memorandum 86-II the basic rationale for the program adjustments envelope:

> Council foresees a need to fund a portion of the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative efforts or joint programs in order to facilitate desired program adjustments.... Funding for program closures, capacity shifts and joint programs is, in effect, an incentive system to provide more focus for the university enterprise in Ontario. Funding for program start-up in areas of critical need identified by Government or Council is an incentive program for new initiatives.[2]

Council went on to state in Advisory Memorandum 87-VII that the broad objectives for this envelope "should be to enhance quality and to encourage rationalization and differentiation". A review of the projects which institutions proposed under the program adjustments envelope in 1987-88 and the institutions' planned expenditures in 1987-88 indicates that these broad objectives must be expanded.

In addition to the overriding goal of enhancing quality, the objectives

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1. Ontario Council on University Affairs, Advisory Memorandum 87-VII - Criteria and Process for the Program Adjustments Envelope, 1987-88, June, 1987, pp. 1 and 2.

2. Ontario Council on University Affairs, Advisory Memorandum 86-II - Government Support of the University System in 1987-88 and 1988-89, June, 1986, p. 22.

for this envelope should be to:

- encourage the rationalization or consolidation of program offerings;
- encourage institutional differentiation;
- provide to institutions flexibility in making significant structural changes in their program offerings;
- facilitate adaptation to downward changes in funding corridors;
- encourage inter-institutional co-operation; and
- allow for shifting of underutilized resources to better locations.

By means of this envelope Council wishes to provide incentives to encourage greater focus in Ontario university program offerings as well as to enhance universities' effectiveness in providing post-secondary education. Council recognizes that a critical element in this process will be the identification of an overall sense of direction for the university system and the role each institution must fulfill since this will determine to a great extent the types of program adjustments which will be needed.

While the objectives identified are interrelated, Council may need to identify the priority it attaches to each objective before it requests submissions. Council will evaluate proposed program adjustment projects to ensure that they promote one or more of the objectives outlined above.

Accordingly, Council *recommends to the Minister:*

OCUA 87-45
OBJECTIVES OF THE PROGRAM ADJUSTMENT FUND

THAT as a condition of funding eligibility under the Program Adjustments Envelope, proposals for program adjustments must demonstrably meet at least one of the objectives outlined above.

2.0 Eligible Activities

The eligible activities established for 1987-88 were:

- closure of programs or significant contractions in existing programs;
- start-up costs of programs which are eligible for Government support;
- major shifts in emphasis or capacity within programs;
- new or significantly expanded co-operative or joint inter-institutional programs; and
- movement of program capacity from one institution to another.[3]

In Advisory Memorandum 87-VII, Council recognized that for 1987-88 these activities should be defined broadly to provide institutions with maximum flexibility in achieving needed program adjustments. Having reviewed the program adjustments proposed by the institutions for 1987-88, Council noted that many of them clearly met the funding eligibility criteria for that year. Nevertheless, while recognizing that the brief time available for

3. Ontario Council on University Affairs, Advisory Memorandum 87-VII, p. 6.

implementation may have precluded more significant undertakings, Council was disappointed that several proposals fell short of expectations.

Council firmly believes that program adjustments funding should not be used as supplementary operating funding to make minor adjustments in programs or departmental structures. The envelope was not intended for that purpose. It was designed to facilitate more significant structural changes in institutional programming which conform to the objectives outlined above. Priority must be given to larger projects which will bring about significant program adjustments. Council will not accept proposals for minor adjustments which it feels should be part of normal institutional change.

To illustrate the more significant undertakings Council is thinking of, Council would point to the type of adjustment put forward by the Dupre Committee in assessing the appraisals process of the Ontario Council on Graduate Studies. In its report, the Committee identified some concerns in the area of humanities:

> ...There currently exists in certain disciplines a cluster of programs that have been assigned to Category "b" because their quality is jeopardized by pending faculty retirements.... It is generally true, not only in Ontario but in other jurisdictions, that established graduate programs in many humanistic disciplines are endangered by what has been a long-term erosion in the undergraduate enrolment needed to provide an adequate financial base for the resources that are required. Given continued fiscal austerity, coupled with no forseeable shift in undergraduate enrolment trends, the future of serious scholarship in some very important disciplines may be at stake. This prompted us to suggest, in our interviews with graduate deans, that it would be most salutary if there were mechanisms, perhaps only informal ones, which ensured inter-university consultation in a setting where, because Category "b" is a temporary category, individual institutions must face - - very soon - - the issue of making the investment required to restore humanities programs to Category "a" or permitting them to drop to Category "d" and in effect to extinction. Because the sum of such individual decisions could mean that Ontario is altogether without graduate programs in a major discipline, we suggest that the matter is well worth the attention of OCUA itself.[4]

Council agrees with this concern. However, Council also is concerned that the opposite might happen if all of the institutions offering these programs overinvested in similar programs in order to upgrade their programs to Category "a". To avoid this outcome, Council would encourage institutions to rationalize their program offerings by co-ordinating their adjustments.

While Council believes that the program adjustments envelope should be used for more substantive projects in the future than it has been in the

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4. Ontario Council on University Affairs, "Advisory Memorandum 86-III, An Assessment of the Council of Ontario Universities' Program Quality Appraisals Process", Thirteenth Annual Report, 1986-87, p. 108.

past, it does not think that the criteria for activities eligible for funding need to be changed greatly. Thus for 1988-89 and thereafter Council recommends that the following types of activities be eligible for program adjustment funding:

- closures of programs and significant contractions in existing programs;
- major shifts in emphasis or capacity within programs;
- new or significantly expanded co-operative or joint inter-institutional programs;
- movement of program capacity from one institution to another; and
- commencement of programs which are eligible or become eligible for Government support where those start-up costs have been authorized in the program approvals process and the program is believed by Council to be an area of critical need.

Some clarification should be provided concerning the treatment of eligible activities. Requests for program adjustments funding to undertake any of the eligible activities listed above will be measured against the objectives listed in section 1.0 of this advisory memorandum. Meeting one or more of these objectives is an a priori condition for funding eligibility. As with the objectives of the envelope, it may be appropriate for Council to indicate the priority it attaches to each eligible activity or critical need when requesting submissions. Such a ranking would necessarily be subordinate to the ranking of objectives. Only programs eligible for Government support would be eligible for consideration. Programs requiring funding approval by Council and the Minister which have not received notification of at least preliminary approval would not be eligible for consideration.

With respect to specific eligible activities, the following factors must be stressed. Any initiative which will attract Government support from other special purpose envelopes, such as accessibility envelope funding through increased enrolment, will need to be identified. Council concurs with the opinion expressed by several institutions that program adjustments must not be dealt with in isolation apart from initiatives and policies developed under other envelopes. Consequently, these other sources of funds will be taken into account when proposals for program adjustment funding are assessed. Start-up costs for new programs or the addition of capacity will be eligible for program adjustments support only when the proposal is in an area identified by Council or Government as being an area of critical need. A portion of the grants made available may be designated to meet strategic objectives.

Accordingly, Council *recommends to the Minister:*

OCUA 87-46
ELIGIBLE ACTIVITIES FUNDED UNDER THE PROGRAM ADJUSTMENTS ENVELOPE

THAT under the conditions listed above, the activities indicated be eligible for Government support under the Program Adjustments Envelope.

3.0 Eligible Expenditures

For 1987-88, Council recommended that the following extraordinary

expenditures associated with program adjustments be eligible for support:

- retraining or redeployment of faculty and staff within an institution;
- transfer of faculty or staff to another institution;
- facilitating early retirement;
- buying-out contracts;
- equipment and library purchases required for start-ups and increases in capacity;
- relocating equipment between institutions;
- appointments of faculty and staff in new areas for 1987-88; and
- renovations directly related to program adjustments.[5]

The Minister accepted as eligible expenditures all but the final category of expenditures - renovations directly related to program adjustments. The Minister also modified the eligibility of these expenditures by making approval of individual projects

> ...contingent on evidence of significant additional support for each project being allocated from an institution's other funds, exclusive of amounts received from the program adjustments envelope...[6]

Council recognizes that requiring institutions to provide evidence of additional financial support for their adjustments can be beneficial since it can demonstrate institutional support and commitment to a program adjustment. It would also help provide the greatest impact from the limited resources avaiiable. Council, therefore, supports this "matching" provision.

However, such a "matching" provision should not be applied rigidly. While Government and Council should expect institutions to provide some financial support for program adjustments, the proportion of costs borne by an institution should be allowed to vary according to the project. Flexibility and judgement should be exercised in determining the appropriate share of costs to be covered by an institution. Ordinarily, however, a minimum of 25% of the funding of a project should be expected from an institution.

With regard to the inclusion or exclusion of renovations as eligible expenditures, Council notes that in the case of significant or major program adjustments which this envelope is intended to encourage and facilitate, there could be significant renovation or alteration costs associated with the adjustments. Council recognizes that Government currently limits the use of operating support for "capital" expenditures, and that there are sound policy reasons for these restrictions. Nevertheless, Council strongly believes that such rules would be counterproductive if they impeded needed major program adjustments.

In trying to solve this dilemma, Council has concluded that if these expenditures are not eligible for program adjustments grants, then, at the very least, an institution should be allowed to claim the renovation and alteration costs of its project as part or all of its contribution to a program adjustment.

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5. Ibid., pp. 6 and 7.

6. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Dr. Paul Fox, August 14, 1987.

Thus Council recommends that for 1988-89 and thereafter the following types of expenditures should be eligible for program adjustments funding:

- facilitating early retirements;
- buying-out contracts;
- transfer of faculty or staff to another institution;
- retraining or redeployment of faculty and staff within an institution beyond normal study and research leaves;
- significant equipment and library purchases required for start-ups and increases in capacity;
- relocating equipment between institutions; and
- appointments of faculty and staff for new initiatives.

Council also recommends that, in addition to the expenditures listed above, renovation and alteration costs be eligible for inclusion in the self-financing portion of the total program adjustments costs.

Each expenditure should be related directly to the program adjustments activity designated. Not all of the listed expenditures would be eligible for support under each type of eligible activity. For example, facilitating early retirements and buying-out contracts have little direct relationship to start-up costs of new programs and should not be considered eligible expenditures for this type of adjustment. Therefore, only those expenditures which are shown to be directly related to the eligible program adjustment activity undertaken should be eligible for support.

Council does not consider this list of eligible expenditures to be exhaustive. If there are additional types of direct operating costs associated with a program adjustment which are directly related to the adjustment and appropriate for Government support, Council may recommend that they be considered.

Accordingly, Council *recommends to the Minister:*

OCUA 87-47
ELIGIBLE EXPENDITURES UNDER THE PROGRAM ADJUSTMENTS ENVELOPE

THAT under the conditions outlined, the expenditures indicated above be eligible for Government support under the Program Adjustments Envelope.

4.0 Approval Process

Council believes it is important to outline the process and procedures for reviewing program adjustments proposals. Although the process may be altered as Council gains experience from its operation, Council believes that the Program Adjustments Envelope should be operated as a challenge fund. The limited funds which are available should be distributed among institutions according to the merits of the proposals submitted. As a result, there will be in all likelihood instances where in any one year some institutions will not receive new program adjustments funding.

4.1 Submissions and Review Dates

Under the proposed process, Council will send annually to each

institution a request for submissions. In that request, Council will have the opportunity to indicate the priority it will attach to each objective of the envelope and eligible activity. This request should be distributed in early January, sixteen months prior to the fiscal year in which funding would begin. Institutions will be required to submit their proposals for program adjustments funding by August 1 of each year. This should include full documentation as outlined below under section 4.2.

Council will review each proposal early in the Fall. If a proposal is promising but needs refinement, Council will consult the relevant institution to secure changes which satisfy Council and the institution.

Under this approach, institutions will have assented to any modification in their proposal prior to Council's final consideration and recommendation to the Minister. Thus, there should be no surprise changes to their planned projects. Council will also be given flexibility in ensuring that the program adjustments to be funded are appropriate and consistent. Council will be free to recommend to the Minister those adjustments it feels are most deserving of funding.

Upon completion of its review of proposals and consultations in regard to them, Council will undertake to provide recommendations to the Minister by the following January or February for funding beginning in the next fiscal year.

This timetable is applicable to program adjustments funding beginning in 1989-90 and subsequent years. For 1988-89, a much compressed time-frame is required. Immediately following the Minister's acceptance of this advice, Council would ask for proposals to be submitted by the end of March, 1988. If it is feasible, Council would undertake to recommend to the Minister projects for support prior to July 1, 1988.

4.2 Funding Commitment

Council recognizes that most major program adjustments cannot be brought about in one year. There must be a commitment to fund these types of major adjustments over several years. Council proposes that these program adjustments be funded in a manner similar to capital projects where the flow of funds available for each year of the adjustment is identified. Council will recommend on the level of funds to be provided in each year of the project when it recommends a program adjustment. It will identify in its annual recommendations the level of "new starts" and the "carry-forward" funding needed to meet the commitments of previously approved and funded projects.

While the length of funding commitments will vary according to the types of adjustment activities undertaken, Council recommends that the maximum period for any project be four years. It may be appropriate also to stagger the length of funding commitments in the first few years of the program to have sufficient funds available to initiate new adjustments annually.

4.3 Institutional Submissions

Council believes it is wise to clarify the type of information Council wishes to receive as part of each institution's submission. The following material should be required as part of each institution's program adjustments proposals:

1. **Activities**
   A detailed description of the activity to be undertaken indicating the department or programs being supported.

2. **Objectives**
   A detailed explanation of the objective which an individual project will attempt to fulfill and an indication of how this project fits within the broad framework of the institution's future plans.

3. **Priority**
   Each requested program adjustments project should be rank-ordered according to the institutional priority attached to each project, accompanied by an explanation for this priority ranking.

4. **Expenditures**
   A detailed listing of the eligible expenditures to be incurred, how they relate to the activity undertaken as well as an indication of the expenditures to be funded by the institution and the amount requested for government support.

5. **Schedule**
   An indication of the duration of the program and the schedule of expenditures, including a detailed listing of the expenditures to be undertaken in each year and the portion of these expenditures requiring Government support.

Accordingly, Council *recommends to the Minister:*

OCUA 87-48
PROCESS FOR REVIEW OF PROGRAM ADJUSTMENTS PROPOSALS

THAT the process for reviewing program adjustment proposals for Government funding be as indicated in this memorandum.

Accountability

Council believes it is important that Government is assured that the funds distributed under the program adjustments envelope have been put towards the intended purposes. To this end, it may be appropriate for institutions to submit to the Ministry an annual accounting of their expenditure of program adjustments funding following each fiscal year. This would allow the Ministry to monitor expenditures in each year of a program adjustments project. Council believes that the degree of detail and nature of the accounting required can be best determined by the Ministry to satisfy the Minister's need for public accountability of the expenditure of public funds.

Paul Fox
Chairman

December 18, 1987

87-XII Undergraduate Quasi-Professional Special and Professional Program Funding

I. Undergraduate Quasi-Professional and Special Programs

Classical Studies (Languages Option) (Honours BA), University of Waterloo
Communication (Honours BA), University of Ottawa
Comparative Literature and Literary Theory (Honours BA), McMaster University
Gerontology (Major Honours BASc), University of Guelph
Kinesiology (Honours BSc), Laurentian University
Modern Languages and Linguistics (Honours BA), McMaster University
Music (Specialized Honours BA), University of Guelph
Nutritional Sciences (Specialized Honours BSc), University of Guelph

II. Undergraduate Professional Programs

Computer Engineering (BScA), University of Ottawa
Occupational Therapy and Physical Therapy (BHSc), McMaster University in co-operation with Lakehead University
Post RN (Nursing) (BSc), University of Ottawa

I. Undergraduate Quasi-Professional and Special Programs

Classical Studies (Languages Option) (Honours BA), University of Waterloo

On August 11, 1987, the University of Waterloo submitted the new undergraduate, Special, Honours BA Classical Studies (Languages Option) program to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU). Institutional responses indicated that there were no objections to the proposal.

1. Proposed Curriculum

The Honours Classical Studies (Languages Option) program emphasizes the study of classical Latin and Greek literature in the original text. This program provides an opportunity for greater concentration in

ancient languages than is required by the Honours Latin or Honours Classical Studies programs.

2. Academic Quality

The Honours Classical Studies (Languages Option) program was approved by the Senate of the University of Waterloo on November 17, 1986.

3. Financial Viability

Council accepts that the University of Waterloo's financial commitment to this program will depend on student interest since the offering of the program requires no new resources in terms of faculty, library holdings or courses.[1]

4. Projected Enrolment

Enrolment in the program is projected to be small, with a maximum of one or two graduates per year. The University of Waterloo suggests that a steady-state enrolment of four to six students could be realized.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other institutions was indicated with regard to this particular program. However, the University of Waterloo and Wilfrid Laurier University have developed extensive co-operative arrangements regarding the sharing of faculty, courses and cross-registration of students in the fields of Classical Studies, Latin and Greek.

6. Societal Need and Student Demand

The University of Waterloo suggests that this program will meet the needs of students wishing to study Latin and Greek literature in the original text. Although Waterloo acknowledges that the demand for this program will be very small, the University notes that a resurgence of interest in classical languages has recently occurred in Ontario. The University of Waterloo indicates:

> The decision to add this language-heavy option was motivated both by the encouraging increase of enrolment in beginning language courses, and by the experience of students, who found that the number of language courses required by the Classical Studies program was often an insufficient preparation for graduate work in this field. We hope to accommodate such students, and encourage others to join them, by offering an option which places more emphasis on language than the "straight" Classical Studies program.[2]

Subsequently, the University was confident that there would be a continuing, though small, flow of interested students in the foreseeable

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1. The University of Waterloo, Request for Funding, Honours Classical Studies (Languages Option) Program, August 11, 1987, Attachment, p. 1.

2. Ibid., p. 2.

future.[3]

Graduates of this program may find employment in the fields of teaching, publishing, law or musicology. This program would also provide students with the academic background required for admission to graduate programs in Classics.

Based on the above, Council is satisfied that there is a societal need and a student demand for this program.

7. Uniqueness

The program is not unique. However it is a program which complements existing programs at the University of Waterloo in the disciplines of Classics, Latin and Greek. Wilfrid Laurier offers only Combined Honours programs in Classical Studies, Greek, and Latin. Since there is no similar program in the Kitchener-Waterloo region, Council believes that the duplication of existing programs in the system is justifiable.

8. Local and Regional Support for the Program

No local or regional support for this program, aside from the student demand, has been identified or is expected.[4]

9. Institutional Appropriateness

Council recognizes that the University of Waterloo currently offers Honours programs in Classics and Latin and a general program in Greek, and that due to the existing complement of faculty and courses, no new resources would be required in order to mount this program.

The development of this new emphasis in language builds upon existing strengths in the fields of Greek and Latin at the University of Waterloo. The Council believes that the development of this program is appropriate.

10. Funding in a Time of Constraint

Given that the Language Option in Classical Studies at the University of Waterloo requires no new resources and builds upon existing programs, Council believes that this program should be recommended for funding eligibility, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-49
ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN CLASSICAL STUDIES (LANGUAGES OPTION) AT THE UNIVERSITY OF WATERLOO FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BA Honours program in Classical Studies (Languages Option) at the University of Waterloo be counted as eligible BIUs for funding purposes beginning in 1988-89 - the

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3. Ibid., p. 1.

4. Ibid., p. 1.

Honours program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

Communication (Honours BA), University of Ottawa

On October 16, 1986, the University of Ottawa requested that Council consider for funding approval a new undergraduate Quasi-Professional program in Communication. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities. Institutional responses indicated that there were no objections to the proposal.

1. Proposed Curriculum

The proposed program results from the restructuring and consolidation of an existing degree program in Communication at the University of Ottawa. Existing courses were modified and obligatory courses in methodology were introduced. The program has retained its theoretical orientation but was formally divided into two areas of emphasis: Media and Culture, and, Interpersonal and Organizational Communication. Contacts with other disciplines were broadened to permit the inclusion of up to twelve credits from other departments in the Honours Communication program.

2. Academic Quality

The new Honours BA Communication program received approval from the University of Ottawa Senate on December 16, 1985.

3. Financial Viability

Since the University of Ottawa has indicated that current resource allocations are sufficient to maintain the program in its revised form, Council accepts that the Board of Governors' approval for funding of this program is not required and that the University has ensured that the revised program is financially viable.

4. Projected Enrolment

Council noted that enrolment in the Communication program has been consistently high since the late 1970's. In the early 1980's enrolment pressures were so great that the imposition of enrolment limitations was required, resulting in a reduction from 427 students in 1982 to a maximum of 200 students in 1985.

According to University of Ottawa projections, future enrolment in this program will remain at a steady-state of 200 for the foreseeable future.[5]

5. Co-operation with other Post-Secondary Institutions

No formal co-operation with other institutions is planned. However, informal contacts with Carleton University occur on a regular basis.

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5. University of Ottawa, Department of Communication - Summary of Proposal, October 16, 1987, p. 3.

6. Societal Need and Student Demand

With respect to the societal need for this program, the University of Ottawa stated:

> The nature of contemporary society, with its emphasis on mass communications and new communication technologies accompanying the more traditional areas of interpersonal and organizational communication, makes it clear that the demand for highly trained "communicators" (in the broadest sense) can only increase.[6]

The University also noted that program graduates have little difficulty finding employment in the communications field.

There is no question, given the evidence provided, that an overwhelming student demand exists for this program. The University of Ottawa indicated that:

> ...in 1985-86, 284 applications were received, of which 144 were rejected. Of the 140 students admitted, 96 subsequently enrolled. Corresponding figures for 1986-87 were 242 applications and 117 admissions of which 93 subsequently enrolled.[7]

Ottawa indicated that the competition for places in the program has resulted in a program with students of unusually high quality.

Council is satisified that both societal need and student demand exist for this program.

7. Uniqueness

Council is satisfied that the theoretical emphasis and bilingual format of the Communication program at the University of Ottawa make it sufficiently different from other communication programs offered at Carleton University, the University of Windsor, Wilfrid Laurier University and Queen's University.

8. Local and Regional Support for the Program

Local and regional support for this program comes from local professionals, agencies and industry. The University indicates:

> The extent of such support is one of the strongest elements of the programme...we may cite the extent to which professionals from the National Capital Region are involved as part-time teachers in the department. Experts from professional television and radio production, from the National Research Council, from the CRTC, from the local high technology industries, from policy agencies of the federal government or from the national museums have all had links with the department, either as part-

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6. Ibid., p. 4.

7. Ibid., p. 3.

time teachers or as lecturers/consultants.[8]

The practical component of the program, which consists of an optional credit course allowing students to work within local communication-related industries, has also been received with support by local businesses which have provided employment opportunities for students. Individual faculty are frequently engaged by governmental and private concerns to conduct research.

Ottawa believes that this program also has the broad general support of the Franco-Ontarian community, evidenced by both the composition of the departmental student body and by the funding support received for the program from the Conseil de l'Education Franco-ontarienne.

The Committee is satisfied that there is evidence of significant local and regional support for this program.

9. Institutional Appropriateness

Council recognizes that the review of the proposed Communication program at the University of Ottawa occurred as a result of the significant reorganization of an existing program in Communication which has been offered since 1978. Council believes that the restructuring involved is appropriate, since it consolidates and refines an area of existing program strength and corresponds to the University's aim to further bilingualism and biculturalism in Ontario.

10. Funding in a Time of Constraint

Since the Communication program at the University of Ottawa results from a restructuring of an existing program and the transformation and consolidation of existing courses, is meeting a student demand and societal need, and is financially viable, Council recommends this program for funding eligibility, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-50
ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN COMMUNICATION AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BA Honours program in Communication at the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Honours program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

Comparative Literature and Literary Theory (Honours BA), McMaster University

On July 25, 1986, McMaster University requested that Council consider a new undergraduate Special program in Comparative Literature

8. Ibid., p. 5.

and Literary Theory for funding eligibility. In accordance with established procedures, Council circulated the proposals to the Council of Ontario Universities. The institutional responses indicated that there were no objections to the proposed program.

1. Proposed Curriculum

The core of the Comparative Literature and Literary Theory curriculum is composed of courses in literary movements, theories and genres. Program emphasis is on English literature, national literatures other than English and classical literature. Fluency in at least one language other than English is required. This interdisciplinary program was created from the reorganization of existing language programs and will be offered jointly by the literature departments of the Faculty of Humanities.

2. Academic Quality

The proposed program received Senate approval on January 14, 1987.

3. Financial Viability

McMaster University has indicated that this program proposal involves the reallocation of existing resources in the disciplines of German, Italian, Slavic Studies and Spanish. McMaster states these discipline groups "...have agreed to disestablish certain of their current B.A. and Honours B.A. programmes in order to free faculty resources for the new programme"[9] and that the maintenance of 1985-86 levels of staffing in those disciplines would be sufficient to ensure the financial viability of the program.

Council applauds these efforts to rationalize program offerings and accepts McMaster's assurance that this program can be mounted without additional faculty appointments or financial resources.

4. Projected Enrolment

Initial enrolment will begin in 1988-89. The program is projected to achieve a steady-state enrolment of 70 students by 1990-91.[10]

5. Co-operation with other Post-Secondary Institutions

No inter-university co-operation is planned with respect to this program.

6. Societal Need and Student Demand

McMaster University indicates that this program is responding to a general trend in the study of European literatures which is moving away

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9. McMaster University, Request for Funding, Honours B.A. in Comparative Literature and Literary Theory, July 25, 1986, p. 1.

10. McMaster University, Additional Information Regarding Two New Proposed Programs, September 12, 1986, p. 1.

from the theoretical base of literary study per se.[11] By combining the study of two languages and two different sets of literary and cultural values with international and interdisciplinary components, graduates will obtain valuable academic breadth, versatility and flexibility.[12]

Graduates of this program would be qualified for admission to graduate programs in literature studies or interdepartmental programs such as philosophy and literature.[13] Graduates who pursue an academic career in Comparative Literature and Literary Theory would have the opportunity to engage in teaching and research, since comparative literature and literary theory is currently an expanding field of study.

Other employment opportunities for program graduates include teaching in a single-language area, multi-lingual editing, and foreign service or public service appointments.[14]

Projections indicate a strong student demand for this program. Recent enrolment growth in existing comparative literature courses at McMaster substantiates the claim that there is growing student interest in the comparative literature field.

Council is satisfied that both a societal need and a student demand exist for this program.

7. Uniqueness

The proposed Honours BA program in Comparative Literature and Literary Theory is unique in Ontario.

8. Local and Regional Support for the Program

Although McMaster has not received formal local or regional support for this program, the University has indicated the following:

> Hamilton's rich variety of ethnic groups, especially the French, Italian, Slavic and Germanic communities, have yielded and will continue to yield a large group of students who have a built-in interest in a modern language other than English...it is the University's business to anticipate need and design and offer programmes to meet that need.[15]

McMaster has received support for this program from the other universities in the system, both directly and as a result of a review of the program by the Council of Ontario Universities.

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11. McMaster University, Request for Funding, Honours B.A. in Comparative Literature and Literary Theory, July 25, 1986, p. 2.

12. McMaster University, Additional Information Regarding Two New Proposed Programmes, September 12, 1986, p. 2.

13. Ibid.

14. Ibid., p. 2.

15. Ibid., p. 3.

9. Institutional Appropriateness

Council believes that it is appropriate for McMaster to develop a program in Comparative Literature and Literary Theory. The required faculty expertise is in place, many of the required courses exist as part of the three-year Humanities Interdisciplinary BA program, the University has existing strength in the fields of both modern languages and literature, and the program will be funded from the redeployment of existing resources.

10. Funding in a Time of Constraint

Given the unique nature of this program, the ability of the University to mount this program without additional resource requirements, and the evidence of student demand and local support, Council believes that this program should be recommended for funding even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-51
ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN COMPARATIVE LITERATURE AND LITERARY THEORY AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BA Honours program in Comparative Literature and Literary theory at McMaster University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Honours program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

Gerontology (Major Honours BASc), University of Guelph

On September 12, 1986 the University of Guelph requested that Council consider for funding approval a new undergraduate Quasi-Professional program in Gerontology. In accordance with established procedures, Council circulated the program to the Council of Ontario Universities. Institutional responses indicated that there was general support for the program.

1. Proposed Curriculum

The proposed Gerontology major program involves the study of aging in the context of the family unit. Students study the experience of aging from social, psychological, and biological perspectives.

This program evolved from a Gerontology emphasis within the Family Studies Major. The proposed program offers a multi-disciplinary approach to the study of aging. An important theme of the program is the necessity of research and its contribution to the development of the field.[16]

The four-year program includes a one-semester field placement course, which will eventually become two semesters in duration, in an

16. University of Guelph, A Proposal for a Major in Gerontology, September 12, 1986, Attachment, p. 2.

agency providing services to senior citizens. Students may also choose to enroll in the co-op education option of this program.

2. Academic Quality

The Gerontology Major within the Bachelor of Applied Science program at the University of Guelph received Senate approval on October 21, 1986.

3. Financial Viability

The University of Guelph has indicated that no additional resources are required to mount this program because it has been developed from the reorganization of the Gerontology emphasis. Therefore, the financial resources required are already in place. The University also notes that the long-standing teaching and research interests in Gerontology at Guelph have ensured that the necessary library resources are at hand and no other special expenditures are required.[17]

Council is satisfied that the program is financially viable.

4. Projected Enrolment

Based on current enrolments in the Gerontology emphasis within the Family Studies major, Guelph projects that total enrolment in the Gerontology Major will grow from 34 students in 1987-88 to 48 students by 1991-92.[18] An eventual steady-state capacity of 60 students is projected for the program.

5. Co-operation with other Post-Secondary Institutions

No formal co-operation with other universities has been organized. However, the University of Guelph expects that informal contact will occur between Guelph faculty and faculty teaching gerontology courses at Waterloo and McMaster.

6. Societal Need and Student Demand

The University of Guelph indicates that the rapidly increasing proportion of the population aged 65 and over will stimulate a sharp increase in the societal need for services for the elderly, and for specially prepared university graduates to provide the requisite services. COU's review of the proposal also indicated that there is a need for more graduates with a background in gerontology.[19]

At a symposium held at the University of Guelph in June 1986, potential employers of gerontology graduates expressed enthusiasm for the proposed program. These employers included Health and Welfare Canada, the Municipality of Metro Toronto, the Regional Municipality of Niagara, local hospitals and sanitariums, and many other public and private institutions

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17. Ibid., p. 5.

18. Ibid.

19. Letter from the Council of Ontario Universities to the Ontario Council on University Affairs, January 30, 1987, p. 2.

and organizations.[20]

Guelph indicated that student interest in the indepth study of gerontological issues provided the impetus for the development of the proposed major.[21] Enrolments in the existing Gerontology emphasis and in Gerontology courses has increased consistently over the past five years.[22] Student demand for the revised program appears strong.

Council is satisfied that there is both a societal need and student demand for this program.

7. Uniqueness

Council notes that undergraduate certificates in gerontology are currently offered by the University of Waterloo and Ryerson Polytechnical Institute. However, there is at present just one gerontology program in Ontario, located at McMaster University - an Honours BA Gerontology and Another Subject. The proposed program at the University of Guelph, situated within the College of Family and Consumer Studies, has a unique emphasis on the family which distinguishes it from the program at McMaster.

Council is satisfied that this program is sufficiently different from the existing program at McMaster, and that, given the projected demand for graduates of gerontology programs in the future, some program duplication is justifiable.

8. Local and Regional Support for the Program

Council acknowledges the enthusiastic support for the program demonstrated by potential employers at the Guelph symposium in 1986 and the interest shown with regard to hiring future graduates of the program. Council is satisfied that local and regional support exists for the proposed Gerontology Major.

9. Institutional Appropriateness

The addition of the Gerontology Major will build upon an existing strength in the field of gerontology at the University of Guelph. The development of the emphasis in Gerontology which would be replaced by the proposed major provided the University with the opportunity to put in place the necessary faculty and resources for the program. The University of Guelph has also invested significant resources in the Gerontology Research Centre, established in 1982, which has a mandate to enhance and facilitate research in population aging. The Centre provides services to researchers studying population aging, publishes gerontological papers and newsletters and co-ordinates large-scale interdisciplinary research projects. The Director and Research Associate of the Centre are members of the Department of Family Studies which is directly responsible for the proposed program.

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20. University of Guelph, University of Guelph, Bachelor of Applied Science Program, Gerontology Major, Additional Information, October 16, 1986, Attachment, pp. 1-2.

21. University of Guelph, A Proposal for a Major in Gerontology, September 12, 1986, Attachment, p. 6.

22. University of Guelph, University of Guelph, Bachelor of Applied Science Program, Gerontology Major, Additional Information, October 16, 1986, Attachment, p. 3.

Council notes that excellent field placements are available both locally and regionally for students enrolled in the program and that the program has the support of potential employers.

In light of the existing strengths in the field of gerontology at the University of Guelph, Council believes that it is appropriate for a Gerontology Major to be offered there.

10. Funding in a Time of Constraint

Given the anticipated demand for the specialized services required by an aging population and the widespread support for this program, Council believes that the Gerontology Major at the University of Guelph is deserving of funding, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-52
ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF APPLIED SCIENCE MAJOR HONOURS PROGRAM IN GERONTOLOGY AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BASc Major Honours program in Gerontology at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 3 with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

Kinesiology (Honours BSc) Laurentian University

On April 15, 1987, Laurentian University requested that Council consider for funding eligibility a new undergraduate Quasi-Professional program in Kinesiology. In accordance with established procedures, Council circulated the program to the Council of Ontario Universities which in turn sought comment from the Ontario Council on University Health Sciences. Responses indicated that there were no major objections to the proposed program.

1. Proposed Curriculum

The proposed Honours Kinesiology program is offered jointly by the School of Human Movement and the Faculty of Science and Engineering. Students initially enrol in a common first year in the School of Human Movement and thereafter specialize in one of the following four degree programs: Kinesiology, Health Promotion, Physical and Health Education, or Outdoor Adventure Leadership.

The Kinesiology program is an interdisciplinary program emphasizing the technology of human movement. Students develop a strong background in human movement analysis and production through the study of a variety of science, anatomy, biomechanics, mathematics and computer science courses. The core requirements of the program consist of 24 Physical and Health Education credits and 36 credits from the Faculty of Science and

Engineering.[23] In the fourth year of the program students are required to complete a supervised research project with the report in the form of a thesis.

2. Academic Quality

The Honours Kinesiology BSc program at Laurentian University received Senate approval on January 16, 1986.

3. Financial Viability

Laurentian University has indicated that the financial viability of the program is assured because the curriculum was designed from existing courses and only one new three-credit course needed be developed.

Council is satisfied that the University is committed to the financial viability of this program.

4. Projected Enrolment

Total enrolment for the Kinesiology program is expected to increase from the seven students enrolled in 1986-87 to a projected enrolment of forty-four students in 1991-92. The University indicates that the ideal program size would be between 10 to 20 students enrolled in each of the upper-years of the program for a steady-state enrolment of between 30 and 60 students.[24]

5. Co-operation with other Post-Secondary Institutions

Laurentian University indicates that inter-institutional co-operation is not required, nor planned, for the delivery of this program.

6. Societal Need and Student Demand

Laurentian University indicates that the proposed Kinesiology program has been developed in response to the trend toward a technological emphasis in the study of Physical Education, and a growing need for such training from a health-care standpoint and from students who require a strong background in Kinesiology as a basis for advanced study in other fields. Laurentian states:

> In recent years there has been a dramatic increase in jobs for kinesiologists. Hospitals, for example, are advertising for kinesiologists to work in concert with other specialists in physiotherapy and health promotion. In addition, kinesiologists are working in many other paramedical, government, industrial and educational settings and other kinesiology graduates are using their education as background for fields such as medicine, chiropractic, ergonomics, podiatry, physiotherapy, sport medicine, rehabilitation, etc.[25]

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23. Laurentian University, B.Sc. Kinesiology, April 15, 1987, p. 1.

24. Ibid., p. 2.

25. Ibid., p. 3.

By increasing the number of francophone course offerings, particularly among the core courses, Laurentian also hopes to meet the needs arising from graduates of French immersion programs at the elementary and secondary school levels. Laurentian indicates that Sudbury is in fact one of the leading communities in Ontario in making French immersion programs available. Laurentian maintains that the regional need for a bilingual Kinesiology program in Northeastern Ontario is increasing as the number of applicants capable of studying in French or English continues to increase.[26]

There appears to be strong student interest in the program and the University is confident that enrolment projections are reasonable and achievable.

Council is satisfied that there is both a societal need and student demand for this program.

7. Uniqueness

In many respects the Honours Kinesiology program at Laurentian is different in both emphasis and course content from existing programs at the universities of Windsor (Human Kinetics, Applied Kinesiology), Waterloo, (Kinesiology), Guelph (Human Kinetics), and Ottawa (Kinanthropology). A comparison of existing programs has indicated to Council that the proposed Kinesiology program at Laurentian will not substantially duplicate program offerings at other institutions. Council believes that any duplication of existing programs is justifiable since the program is meeting a regional need.

Council is satisfied that this program meets Council's uniqueness criterion.

8. Local and Regional Support for the Program

Laurentian indicates that although specific local and regional support was not enlisted when the Kinesiology program was developed, the School of Human Movement has been strongly supported by the community over the last twenty years. The School of Human Movement has developed well-established links between itself and the cardiac rehabilitation unit of Memorial Hospital, and with the human performance evaluation unit of Science North.

9. Institutional Appropriateness

The addition of an Honours Kinesiology program within the School of Human Movement at Laurentian appears to be an appropriate complement to the three existing programs in Health Promotion, Outdoor Adventure Leadership, and Physical and Health Education. The interdisciplinary nature of the program is founded on existing program strength in both the School of Human Movement, which has the third largest student enrolment on campus, and in the Faculty of Science and Engineering. In addition, the University has committed substantial resources to the installation of microcomputers and to the upgrading of teaching facilities and laboratory equipment for the use of the School of Human Movement.

Council is satisfied that this program is an appropriate endeavour for Laurentian University at this time.

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26. Ibid., p. 3.

10. Funding in a Time of Constraint

Given that few new resources are required to mount this program and the fact that it is meeting a need in Northeastern Ontario for bilingual Kinesiology graduates, Council believes that the Honours Kinesiology program at Laurentian University should be eligible for funding, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-53
ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE PROGRAM IN KINESIOLOGY AT LAURENTIAN UNIVERSITY FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BSc Honours program in Kinesiology at Laurentian University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Honours program to be in Category 3 with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

Modern Languages and Linguistics (Honours BA), McMaster University

On July 25, 1986, McMaster University requested that Council consider for funding approval a new undergraduate Quasi-Professional program in Modern Languages and Linguistics. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities. Institutional responses indicated that there were no objections to the proposal.

1. Proposed Curriculum

The proposed Modern Languages and Linguistics program developed out of the Linguistics theme within the three-year Humanities Interdisciplinary BA program offered by the language departments of the Faculty of Humanities, which includes the Departments of French, German, Italian, Slavic Studies and Spanish.

The program requires fluency in English and at least one other language. Equal emphasis is placed on the study of modern languages and on language as a system of human communication. The program involves extensive use of McMaster's computerized language and linguistics learning laboratory.

2. Academic Quality

The Modern Languages and Linguistics program was approved by the Senate of McMaster University on January 14, 1987.

3. Financial Viability

The introduction of this program requires no new resources since certain BA and Honours BA programs in the disciplines of German, Italian, Slavic Studies and Spanish will be disestablished in order to free-up the necessary faculty resources. Council commends the University on its efforts

to rationalize these program offerings.

Council is satisfied that this program has the support of the University and is financially viable.

4. Projected Enrolment

Enrolment in the program is scheduled to begin in 1988-89. University projections indicate that the program is expected to achieve a steady-state enrolment of 25 students by 1990-91.

5. Co-operation with other Post-Secondary Institutions

No co-operation with other institutions is planned. However, institutional comments received from the Council of Ontario Universities suggest that there may be future opportunities for co-operation between McMaster and York University (Glendon College) with respect to computer applications to applied linguistics.

6. Societal Need and Student Demand

The creation of this program will bring together the University's strengths in applied and theoretical linguistics and the various language departments in the Faculty of Humanities. This program will enable students wishing to pursue their studies within a language program to also have access to theoretical knowledge about language. McMaster suggests that:

> A modern multi-cultural society has a constant need of individuals who, whatever careers they pursue, have both a deep awareness of language problems as well as the background knowledge and practical language skills with which to confront them.[27]

McMaster maintains that graduates of this program will be better equipped than previous language and literature graduates to apply their skills in the marketplace.[28]

The computerized language learning laboratory at McMaster is one of the most extensive and advanced computerized instructional research environments for language and applied linguistics in Ontario and Canada. McMaster indicates educators believe that the use of computers in instruction and research is now essential.[29] Graduates of this program will have valuable training in computers for educational purposes.

Demand for this program will come from students wishing to obtain a knowledge of languages and how they function. McMaster University indicated that language instruction is in great demand in the Hamilton region:

> There are continual demands for so-called "heritage language" courses (for example, in Polish, Portuguese and Ukrainian), not

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27. McMaster University, Additional Information Regarding Two New Proposed Programmes, September 12, 1987, p. 3.

28. Ibid., p. 4.

29. Ibid., p. 6.

> to mention the frequently expressed desire of students from other faculties like Business, Engineering, Science and Social Sciences for more exotic languages (such as Arabic, Chinese and Japanese). Much of the latter interest arises from a growing number of agreements entered into by our various Faculties, such as the current agreements between the Faculties of Business and Engineering and the Iron and Steel Institute of Beijing.[30]

A high level of student interest in the study of language theory is demonstrated by the enrolment of 205 students in first year linguistics courses and 90 students in second year linguistics courses in 1985-86.

Council believes that the projected steady-state enrolment for the proposed program of 25 students by 1990-91 is realistic and achievable.

Council is satisfied that a societal need and student demand exist for this program.

7. Uniqueness

Council acknowledges that the Modern Languages and Linguistics program proposed by McMaster is similar to the Honours Bachelor of Arts in Language and Linguistics program offered by Queen's University. However, given the physical distance between Queen's and McMaster universities and the very different high school populations from which the two institutions draw their students, Council believes that the duplication involved is justifiable on the basis of regional need.

8. Local and Regional Support for the Program

Council is satisfied that there is both local and regional support for the proposed program.

9. Institutional Appropriateness

McMaster University provides an advanced computerized instructional and research environment for the study of language and applied linguistics. The University indicates that

> it should be noted that the Faculty of Humanities recently has installed the most up-to-date computer-assisted language instruction laboratory in Ontario and has invested heavily in the development of innovative software and hardware (currently much sought after by other provincial universities) in order to create the capacity to cope with instructional demands.[31]

The resources of the Faculty of Humanities include two clusters of compatible microcomputers which provide 48 instructor/student workstations which are networked with a unique two-way audio-visual system developed at McMaster under the name SHARENET (See, Hear and Respond Electronically).

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30. McMaster University, Request for Funding Eligibility, Honours B.A. in Modern Languages and Linguistics, July 25, 1987, Attachment, p. 3.

31. Ibid., p. 3.

In addition to McMaster's existing strength in the field of modern languages, the University professes a substantial commitment to linguistic studies:

> Given the level of expertise achieved by our own applied linguists and our advanced technical installations, we feel that we can offer students in second language and linguistic studies a unique opportunity to participate in one of the most exciting and promising developments in the educational environment.[32]

Based on the University's commitment to existing strengths in modern languages and linguistics, Council believes that it is appropriate for an Honours program in Modern Languages and Linguistics to be offered at McMaster.

10. Funding in a Time of Constraint

In light of the student demand and regional uniqueness of this program, and since the program can be mounted with existing faculty and physical resources, Council believes that this program is deserving of funding eligibility, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-54
ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN MODERN LANGUAGES AND LINGUISTICS AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BA Honours program in Modern Languages and Linguistics at McMaster University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Honours program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

Music (Specialized Honours BA), University of Guelph

On August 20, 1987, the University of Guelph requested that Council consider for funding eligibility a new undergraduate, Quasi-Professional, Specialized Honours program in Music. In accordance with established procedures, Council circulated the program to the Council of Ontario Universities. Institutional responses indicated that the majority had no objections to the program. Since the University of Guelph currently offers a Major Honours Music program, Council's review was more cursory in nature than would normally be the case.

1. Proposed Curriculum

The proposed Specialized Honours Music BA program at the University of Guelph would utilize existing music courses. The new program

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32. McMaster University, Additional Information Regarding Two New Proposed Programmes, September 12, 1986, p. 6.

differs only slightly from the existing Major Honours Music BA at Guelph. Four to six music courses which are optional or recommended in the Major Honours program have become required courses in the Specialized Honours program.[33]

The curriculum is composed of courses in music history, harmony, tonal analysis, music theory, composition and research.

2. Academic Quality

The Specialized Honours Music program received the approval of the University of Guelph Senate on November 18, 1986.

3. Financial Viability

Board of Governors' approval for this program was not required separately from the approval of the budget of the Department of Music because the Specialized Honours program in Music does not entail costs in addition to those for existing music programs.

Council is satisfied that the proposed program is financially viable and has the support of the University.

4. Projected Enrolment

The University of Guelph estimates that between seven and nine students will enrol in each year of the Specialized Honours Music program. Using initial enquiries about the proposed program, the University anticipates that up to 15% of the students enrolled in Honours Music programs will in future select the Specialized Honours option.[34]

5. Co-operation with other Post-Secondary Institutions

No formal co-operation with other universities was indicated.

6. Societal Need and Student Demand

The University of Guelph indicates that the Specialized Honours program in Music was created to provide Honours Music students with a stronger preparation for graduate studies in music than is available through Guelph's existing Honours Music programs.[35]

Guelph expects that many of the graduates of the proposed program will go on to do graduate study, especially those specializing in music theory and historical musicology. This program is not intended to prepare graduates for a degree in music performance.

For students seeking direct entry into the work force, the University has indicated a variety of employment opportunities for which program graduates would be suitable. Program graduates could obtain employment in the areas of arts management, community arts council co-ordination, broadcasting (including research and library work), print media (including music criticism and music-related publications), the recording industry, music publication, music retailing, within foundations and government agencies,

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33. University of Guelph, Specialized Honours Music B.A. Program, August 14, 1987, p. 1.

34. Ibid.

35. Ibid., p. 2.

and in a variety of positions within symphony orchestra companies.[36]

The University indicates that demand for the program will come from students who would have otherwise been enrolled in Guelph's Major Honours Music program.

Council is satisfied that a societal need and a student demand exist for this program.

7. Uniqueness

Council notes that this program is not unique. However, since it is merely an additional specialization within an existing honours program at the University of Guelph, Council does not consider the uniqueness criterion to be paramount in this instance.

8. Local and Regional Support for the Program

No indication of local or regional support for the program was indicated.

9. Institutional Appropriateness

Council is satisfied that the addition of a Specialized Honours Music BA program is an appropriate development at the University of Guelph given that Major, Combined and Minor Honours Music BA programs are already in place and no new courses or resources are required to offer the proposed program. Council notes that the addition of a Specialized Honours designation to the Music department's program offerings creates the full range of program options available in most BA programs at the University of Guelph.

10. Funding in a Time of Constraint

Council believes that since the proposed program entails a modest expansion within an existing framework of Honours Music programs at the University of Guelph, and since no additional resources are required to mount the program, enrolment in the Specialized Honours Music program should be eligible for funding, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-55
ELIGIBILITY OF ENROLMENT IN THE SPECIALIZED HONOURS BACHELOR OF ARTS PROGRAM IN MUSIC AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BA Specialized Honours program in Music at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Specialized Honours program to be in Category 3, with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

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36. Letter from the University of Guelph to the Ontario Council on University Affairs, November 10, 1987, p. 3.

Nutritional Sciences (Specialized Honours BSc), University of Guelph

On May 20, 1987, the University of Guelph requested that Council consider for funding eligibility a new undergraduate Quasi-Professional program in Nutritional Sciences. In accordance with established procedures, Council circulated the program to the Council of Ontario Universities. Institutional responses indicated that there were no objections to the program.

1. Proposed Curriculum

The Specialized Honours Nutritional Sciences program combines a comprehensive introduction to scientific disciplines related to the study of nutritional sciences with an opportunity to specialize in either Biochemistry, Food Science, Health, or Animal Nutrition.

This program was developed as a result of modifications to an existing Specialized Honours Nutrition and Biochemistry major and a repackaging of courses to create the four distinct areas of emphasis referred to above.

2. Academic Quality

The Specialized Honours Nutritional Sciences program at the University of Guelph received Senate approval on November 19, 1985.

3. Financial Viability

Board of Governors approval was not required for this program. Since the proposed program would replace an existing program, the necessary resources are in place within the Department of Nutritional Sciences.

Council is satisfied that the proposed program is financially viable and has the support of the University.

4. Projected Enrolment

Based on typical enrolment patterns in biological science programs, the University of Guelph projects that enrolments in the proposed program will increase from the 15 students enrolled in 1986-87 to an estimated steady-state enrolment of 50 students by 1990-91.[37]

5. Co-operation with other Post-Secondary Institutions

No formal co-operation with other universities has been planned at the undergraduate level in the field of nutritional sciences. However, the Department of Nutritional Sciences has well-established co-operative arrangements at the graduate level with the University of Toronto and McMaster University. The University of Guelph indicates that this arrangement "...enhances the teaching program at both the undergraduate and graduate levels."[38]

6. Societal Need and Student Demand

The development of the Nutritional Sciences major at the University of

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37. University of Guelph, Specialized Honours Nutritional Sciences B.Sc. Program, May 20, 1987, Attachment, p. 2.

38. Ibid., p. 2.

Guelph will respond to a need for graduates with a rigorous training and background in the field of nutritional sciences.

Comments from the Council of Ontario Universities indicate:

> This programme can be viewed as an important development in the recognition of nutritional sciences as a discipline area in its own right. There is a dearth of Canadian-trained PhDs in this area; undergraduate programmes that promote graduate studies in this area are important.[39]

The proposed program in Nutritional Sciences will provide manpower to a variety of chemical, pharmaceutical and food-related industries. Examples of positions held by graduates of the former Nutrition and Biochemistry program, which the Nutrition Sciences major will replace, include:

- Chemical salesman, Van Waters and Rogers, Ltd., Weston;
- Pharmaceutical sales representative, Boehringer Ingelheim Ltd., Burlington;
- Quality control supervisor, Edible Oils Division, Canada Packers Ltd., Toronto; and
- Product development technician, Lowry Seasonings Ltd., Toronto.

The University projects that there will be at least the same level of demand for graduates from current employers during the next decade.[40]

The University of Guelph indicates that the restructuring of the existing program in Nutrition and Biochemistry into Nutritional Sciences was a result "...of student input and their desire for a clearer identity in terms of Nutritional Sciences."[41] Strong student demand for the restructured program is anticipated.

The Committee is satisfied that there is both a societal need and student demand for this program.

7. Uniqueness

There are only two other programs in the Province which share the clinical emphasis on nutrition which characterizes the Nutritional Sciences program at the University of Guelph. These programs are located at the University of Toronto and the University of Ottawa. The program at the University of Toronto is at capacity and is not entirely duplicative of the Guelph program.[42] It is not expected that enrolment in the program at the University of Ottawa, a BSc in Biochemistry - Nutrition, will be affected by the introduction of the proposed program at the University of Guelph.

The Committee believes that the limited duplication involved is

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39. Letter from the Council of Ontario Universities to the Ontario Council on University Affairs, November 11, 1987, Attachment, p. 2.

40. Letter from the University of Guelph, to the Ontario Council on University Affairs, November 10, 1987, p. 2.

41. University of Guelph, op. cit., p. 2.

42. Telephone conversation, January 13, 1987, Dr. M. Baugent, University of Toronto.

justifiable, given the regional demand for the program.

8. Local and Regional Support for the Program

The extensive number and variety of employers of program graduates indicate evidence of widespread local and regional support for the program.

9. Institutional Appropriateness

The University of Guelph has a fully-developed and well-established teaching and research program in the field of nutrition within the Department of Nutritional Sciences. Guelph offers MSc and PhD programs in Nutritional Sciences and in the related fields of Food Science, Biochemistry and Chemistry.

Given the existing strengths in the related areas of food production and processing, chemistry, biochemistry, biotechnology, toxicology and veterinary medicine at the University of Guelph, and since the proposed program is the result of a repackaging of an existing program in an area of strength, the Committee believes that it is completely appropriate for this program to be offered by the University of Guelph.

10. Funding in a Time of Constraint

Given the extensive local and regional support for this program and the fact that it is the result of the restructuring of an existing program in an area of strength, Council believes that the enrolments in the Specialized Honours program in Nutritional Sciences should be eligible for funding even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-56
ELIGIBILITY OF ENROLMENT IN THE SPECIALIZED HONOURS BACHELOR OF SCIENCE PROGRAM IN NUTRITIONAL SCIENCES AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the Specialized Honours BSc program in Nutritional Sciences at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Specialized Honours program to be in Category 3, with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

II. Professional Programs

Computer Engineering (BScA), University of Ottawa

Council has examined the advice of its Academic Advisory Committee regarding the University of Ottawa's new professional program in Computer Engineering (see Appendix A).

Council notes that the proposed program meets a clearly defined need and enjoys significant local support. Furthermore, it is based on existing strengths at the University of Ottawa and offers a unique opportunity for the study of computer engineering in the French language.

As a result of the Committee's findings, Council is persuaded that this program should be funded, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister.*

OCUA 87-57
ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF APPLIED SCIENCE PROGRAM IN COMPUTER ENGINEERING AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BScA program be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 3, with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

Occupational Therapy and Physical Therapy (BHSc), McMaster University in co-operation with Lakehead University

Council has considered the advice of its Academic Advisory Committee regarding McMaster University's new professional programs in Occupational Therapy and Physical Therapy in co-operation with Lakehead University (see Appendix B).

Council acknowledges the tremendous societal need for graduates of these programs and the widespread and enthusiastic local and regional support which these proposals have engendered. Council notes, in addition, that this program is in many respects unique, will complement existing strengths at McMaster University in the Health Sciences field and will involve co-operation with Lakehead University, a component of the program strongly endorsed by Council.

Council is aware of the financial requirements which must be met before McMaster University can afford to mount these programs and ensure their long-term financial viability. However, Council accepts the commitment provided by the President of the University, which guarantees that these programs will not be established unless and until the necessary financing has been obtained. Council, therefore, is prepared to recommend the approval of this program, even in a time of economic constraint. This approval is not a commitment to extraordinary operating support through the normal formula-grants envelope.

OCUA 87-58
ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF HEALTH SCIENCE PROGRAMS IN OCCUPATIONAL THERAPY AND PHYSICAL THERAPY AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BHSc programs in Occupational Therapy and Physical Therapy at McMaster University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the programs to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

Post RN (Nursing) (BSc), University of Ottawa

Council has examined the advice of its Academic Advisory Committee regarding the University of Ottawa's new professional program in Post RN Nursing (see Appendix C).

Council is satisfied that this program is meeting the needs of a large number of Registered Nurses in Ontario and a general, societal need for more educated and highly skilled health care personnel; that it will not entail substantial addition resources; and that it is unique to eastern Ontario. Council notes with approval the degree of inter-institutional co-operation which has been fostered by this program. This program is also consistent with existing institutional strengths in the area of health sciences at the University of Ottawa.

Council, therefore, believes that the Post RN BSc (Nursing) program should be recommended for funding, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-59
ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE PROGRAM IN POST RN (NURSING) AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the BSc program in Post RN (Nursing) at the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 3,. with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

Paul Fox,
Chairman

January 22, 1988

Appendix A

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Computer Engineering (BScA), University of Ottawa - New Undergraduate Professional Program Considered for Funding Eligibility

On July 30, 1987, the University of Ottawa requested that Council consider for funding eligibility its new undergraduate professional program in Computer Engineering. In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities (COU) which, in turn, asked for and received advice concerning the proposal from the Council of Ontario Deans of Engineering (CODE). Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon.

The Committee's findings with respect to the program are summarized below:

1. Proposed Curriculum

The proposed Bachelor of Applied Science program in Computer Engineering at the University of Ottawa results from the expansion of an existing computer engineering option within the BScA Electrical Engineering program, offered since 1982. All compulsory Computer Engineering courses would eventually be available in both French and English. Students may elect to enrol in a co-operative program of study.

The University of Ottawa indicates that:

> The intent of this program is to give students the broad background needed for designing and developing integrated computer systems used as stand-alone devices or embedded in various computer-based applications such as: information systems, flexible manufacturing systems, communication systems, process control, etc...[1]

The computer engineering portion of the program emphasizes the "systems" point of view. Course work is complemented with an extensive applied laboratory component.

2. Academic Quality

This program received the approval of the University of Ottawa Senate on August 4, 1987.

3. Financial Viability

Board of Governor's approval was not required for the introduction of this program. The Committee notes that the University has a long-standing commitment to the study of Computer Engineering and that the University is committed to the financial viability of this program.

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1. University of Ottawa, Computer Engineering Program, B.Sc.A. (Computer Engineering), July 30, 1987, Attachment, p. 1.

4. Projected Enrolment

The University of Ottawa has limited enrolment to 30 students for 1988, but intends to increase enrolment levels to 50 students by 1996, given the necessary resources.

5. Co-operation with other Post-Secondary Institutions

Although the University of Ottawa and neighbouring Carleton University have a common graduate program in electrical engineering there are no plans to offer joint programs at the undergraduate level. The University of Ottawa indicates that students with specific interests could attend a course at Carleton University under the terms of an exchange agreement between the universities. Carleton University has indicated that it considered the introduction of this program to be "a net benefit to the community".[2]

6. Societal Need and Student Demand

The University indicates that the development of this program is essential to the School of Engineering's relevance to the marketplace:

> To maintain our credibility with the local high-tech industry, which is one of the largest in the country, we must have an accredited Computer Engineering program. By introducing this program we are really responding to an existing demand with a tremendous potential for growth.[3]

The University of Ottawa notes that the Ottawa region has one of the highest concentrations of high-tech industries in Canada and that many firms are currently recruiting their computer engineering manpower from outside Canada. The Federal Government was cited as another major, local employer.

A cursory survey, conducted by the University, of former electrical engineering graduates working in the Ottawa region, revealed a large proportion working in areas related to computer engineering.[4] The University of Ottawa indicates that many engineering educators and computer industry personnel project that the future "demand for computer engineers will equal if not exceed that of conventional electrical engineers"[5] as the needs of the high-technology industry shift from computer science to computer engineering. The University of Ottawa maintains that the number of graduating students falls short of the current needs of both the high-tech industry and local government institutions.[6]

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2. Ibid., Appendix C, Letter from the University of Ottawa and Carleton University to the Committee of Ontario Deans of Engineering, April 26, 1982.

3. Ibid., p. 6.

4. Ibid., p. 4.

5. Ibid., p. 3.

6. Ibid., p. 4.

The University of Ottawa suggests that undergraduate training in this field increases the number of potential graduate students, many of whom will be needed to fill future faculty positions in the field of computer engineering, not just in Ontario, but also across Canada:

> ...today any graduating Ph.D. in the area of Computer Engineering has the pick of the best Canadian universities, not to mention American universities and the whole North American high-tech industry.[7]

The societal need for these graduates in both industry and academia are expected to continue to increase in the future.

The University of Ottawa expects that student demand for this program, at both the University of Ottawa and Carleton University will exceed enrolment quotas for the foreseeable future. The Committee notes that there has been strong demand for the existing option, and that enrolments have increased substantially each year.

The Committee is satisfied that there is both a societal need and student demand for the proposed program.

7. Uniqueness

The University of Ottawa indicates that all computer engineering programs in the Province largely follow the model program of the Institute of Electrical and Electronics Engineers (IEEE) computer society, with variation in the availability of electronics.

Of the eight provincially-funded universities that offer regular engineering programs, Carleton, McMaster and Waterloo offer accredited computer engineering programs, Queen's and Ottawa have computer engineering options, Toronto is planning to introduce an option and Western and Windsor have no formal computer engineering offerings.[8] With the exception of the University of Ottawa, no other computer engineering program in Ontario is available in French and English.

Given the unique bilingual nature of this program and the extent of the need for computer engineering graduates in the Ottawa region, the Committee believes that any duplication of existing programs is justifiable.

8. Local and Regional Support for the Program

To evaluate local and regional support for this program in March 1987, the University of Ottawa surveyed 62 high-technology firms in the Ottawa region. Companies contacted included a variety of computer, electronics, research, consulting and manufacturing firms. Responses indicate that the proposed program was considered to be a "very positive" development:

> BNR is enthusiastic about the formation of Computer Engineering programs, and happy that Ottawa is doing so...
>
> Mitel has a strong interest in supporting local initiatives which

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7. Ibid., p. 5.

8. Ibid., p. 4.

produce a skilled engineering force in Computer Engineering...[9]

Local firms indicated that program graduates would be useful additions to their existing staff complement. The Committee of Deans of Engineering and the Council of Ontario Universities also indicated their support for the program.[10]

The Committee is satisfied that extensive local and regional support exists for the development of the proposed program.

9. Institutional Appropriateness

The Committee is aware that the University of Ottawa has in existence a well-established and successful Computer Engineering option within strong Electrical Engineering and Computer Science departments and that the proposed program would essentially involve the enhancement of an area of existing strength. Most of the necessary resources are already in place, and the bilingual nature of the program is consistent with the University of Ottawa's unique role of furthering bilingualism and biculturalism in Ontario.

In light of these factors, the Committee believes that the development of a BScA degree in Computer Engineering at the University of Ottawa is entirely appropriate.

10. Funding

The Committee, therefore, recommends to the Ontario Council on University Affairs that:

> enrolment in the new BScA program in Computer Engineering at the University of Ottawa, be recommended to Council as being eligible for counting.

Academic Advisory Committee
November 20, 1987

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9. Ibid., p. 5.

10. Letter from Council of Ontario Universities to Ontario Council on University Affairs, November 11, 1987, p. 3.

Appendix B

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Occupational Therapy and Physical Therapy (BHSc), McMaster University in co-operation with Lakehead University - New Undergraduate Professional Program Considered for Funding Eligibility

On July 24, 1987, McMaster University requested that Council consider for funding eligibility its new undergraduate professional program in Occupational Therapy and Physical Therapy. In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities (COU), which in turn received advice from the Ontario Council on University Health Sciences. The proposed program was also circulated to the Ontario Ministry of Health for review and comment. The proposed program and external comments were referred by the Ontario Council on University Affairs to the Academic Advisory Committee for their specific advice thereon.

1. Proposed Curriculum

The proposed Occupational Therapy and Physical Therapy program is a post-degree program equivalent to three academic years in length, collapsed into a program two calendar years in duration. Students who have a baccalaureate degree in any field will be considered for admission to the program.

The McMaster proposal evolved out of a lengthy co-operative relationship with Mohawk College in the occupational and physical therapy fields. Diploma programs in both fields were developed at Mohawk College in the 1970's (PT in 1971, and OT in 1977)[1] based on a co-operative effort by Mohawk College and McMaster University. The Occupational Therapy and Physiotherapy programs offered by Mohawk College were the only diploma-level programs in Canada. All other programs are offered at the baccalaureate level.

Voluntary professional associations representing occupational therapists (Canadian Association of Occupational Therapists) and physical therapists (Canadian Physiotherapy Association) restrict membership to graduates of university programs. Employers have increasingly required membership in one of these professional associations as a condition of employment. As a result, Mohawk diploma program graduates have experienced difficulty locating employment in their field.

In 1980, McMaster University introduced a degree completion program to alleviate the restrictions to employment, promotion and professional development experienced by Mohawk OT and PT graduates. McMaster gave Mohawk students credit for 75 of the 90 credits required to obtain a

1. McMaster University, Letter of July 24, 1987 to the Ontario Council on University Affairs, Attachment, "Draft from the Program Committee for Discussion by the Council of Regents at the June 1985 Meeting Re: Mohawk College Occupational Therapy and Physiotherapy Programs", p. 4.

McMaster Bachelor of Health Science degree. By 1984, 53% of the Mohawk OT graduates and 100% of the PT graduates were completing a BHSc degree from McMaster before seeking employment in their field.

The Council of Regents, which oversees the Ontario college system, felt that the Mohawk - McMaster co-operation in the fields of OT and PT created an undesirable precedent for college programs, since using college programs as university transfer credits is contrary to the mandate of the colleges. Both the Ministry of Colleges and Universities and Mohawk College recently re-emphasized their position: that the essential role of the college system is to prepare students for direct entry into the job market, not to prepare students for transfer to university programs.

In late 1985 the Ontario Government and the Mohawk Board of Governors endorsed the development of two new baccalaureate programs in Occupational Therapy and Physical Therapy at McMaster University to replace the diploma programs at Mohawk College of Applied Arts and Technology and the degree completion program at McMaster.

The proposed programs will be based in a School of Occupational Therapy and Physical Therapy in the Faculty of Health Sciences at McMaster University. The University has indicated that:

> A special joint agreement with Lakehead University is envisioned to provide additional educational opportunities in Northwestern Ontario in Occupational Therapy and Physical Therapy and additional clinical placements for students in an expanded programme.[2]

The proposed Bachelor of Health Science degree programs in Occupational Therapy or Physical Therapy are two-year programs (24 months of consecutive study) based on the philosophy of problem-based learning. The curriculum is organized into six study blocks of fourteen weeks each, and one clinical elective block of six weeks duration.

Each study block integrates academic and clinical aspects of practice and consists of four main components:

1. a problem-based tutorial;
2. clinical skills laboratory;
3. special topics/inquiry seminar; and
4. clinical education practicum.[3]

Each block builds on knowledge and skills gained in the previous block.

2. Academic Quality

The proposed programs were approved by the Senate of McMaster University on May 28, 1987.

3. Financial Viability

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2. McMaster University and Lakehead University, Baccalaureate Programmes in Occupational Therapy and Physical Therapy offered by McMaster University in cooperation with Lakehead University, May 11, 1987, p. I.

3. Ibid., p. 6.

McMaster University has assured Council that:

> if the proposal is approved by OCUA and if the Ministry is able to work out the funding, McMaster University will offer the programmes and ensure that they will be financially viable.[4]

The Committee is satisfied that McMaster University will not mount these programs without obtaining sufficient funding to ensure their longterm financial viability.

4. Projected Enrolment

There are currently 26 students enrolled in Physical Therapy and 28 students enrolled in Occupational Therapy in the programs at Mohawk College which will be closed. Because the number of applicants for all Canadian programs far exceeds existing capacity, McMaster projects enrolment levels of between thirty and sixty students in each year of the Occupational Therapy and Physical therapy programs.

If the program is implemented, McMaster would initially enrol 30 students in each program. Intake into the programs would be later increased to 45 students per year in each program if the necessary regional clinical teaching placements become available. McMaster indicates that should additional clinical teaching placements in Northwestern Ontario be developed, each program would enrol up to sixty students per year.[5]

The Committee is satisfied that these enrolment projections are reasonable and achievable.

5. Co-operation with other Post-Secondary Institutions

McMaster University evisages the development of a Northern Studies component of the OT and PT programs in collaboration with Lakehead University. This program would provide facilities for up to 60 students to complete fourteen weeks of study, including academic and clinical components in Thunder Bay under the joint auspices of Lakehead and McMaster Universities.[6] The program would be offered by two to four full-time faculty located at Lakehead University and by clinicians drawn from clinical facilities in Northwestern Ontario.

6. Societal Need and Student Demand

Evidence provided by McMaster University demonstrates a longterm and critical need for physical and occupational therapists. McMaster indicates that an Ontario Ministry of Health study entitled Report on the 1985 Survey of Rehabilitation Staff in Ontario documented vacancy rates for occupational and physical therapists ranging from 3.7% in the southern

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4. Letter from Dr. A. Lee, President, McMaster University, to the Ontario Council on University Affairs, July 24, 1987, p. 2.

5. McMaster University and Lakehead University, Baccalaureate Programmes in Occupational Therapy and Physical Therapy offered by McMaster University in co-operation with Lakehead University, May 11, 1987, p. 23.

6. Ibid., p. 25.

region to 42.2% in the northern region of the Province.[7] This study projects that serious manpower shortages will persist in these fields through the 1990's.[8]

In its submission, McMaster indicates that a manpower survey of the Hamilton-Halton-Niagara regions, conducted in September 1986 revealed over 30 vacancies have been in existence since 1985 and that vacancies were expected to remain at that level for the forseeable future.

Shortages in Northern Ontario are much greater and vacant positions there are even more difficult to fill. McMaster maintains that:

> This Northern Studies programme would help to alleviate the serious shortages of Occupational Therapists and Physical Therapists in Northern Ontario...[9]

> Experience with the Northwestern Ontario Medical Programme has shown that exposure is a key intervention which influences location of practice of health professionals.[10]

Lakehead University and the local health care sector in the region believe that the establishment of this program will be an important step toward alleviating the chronic shortages of OT and PT personnel in the North.

Serious shortages in these professions currently exist across Canada, particularly in Alberta and the Maritimes. The United States is also experiencing serious shortages of rehabiliation personnel and is actively recruiting foreign OT and PT professionals.[11]

Future demand for the services of occupational and physical therapists is expected to increase nationally as the general population ages and the need for rehabilitation services expand.

Upon review of this proposed program the Ministry of Health strongly supported the immediate establishment of these programs and indicated:

> Serious provincial and national shortages of rehabilitation professionals have developed over recent years due to such factors as expansion of community health programs, increased emphasis on rehabilitation and normalization of the handicapped, an increasingly elderly population, and new technological developments. Our projections of future requirements for occupational therapists and physiotherapists indicate that employment opportunities will continue to grow steadily over the

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7. Ibid., p. ii.

8. Ibid., p. 1.

9. Ibid., p. 25.

10. Ibid., p. 27.

11. Ibid., p. 1.

next decade.[12]

The Ministry of Health also noted that the 24 month duration of the program will permit a more rapid response to the current manpower shortage than the existing, traditional four-year programs.

In addition, the Ontario Council on University Health Sciences strongly supports this program.[13]

McMaster expects that student demand for the program will be strong and that the University will have no problem achieving targetted enrolment levels. This confidence stems from the high application rates at other universities and a near-tripling in the number of applicants to the Mohawk College diploma program since 1978. Over the last three years between 30% and 60% of Occupational Therapy entrants and 25% and 40% of the Physical Therapy entrants have had a baccalaureate degree.

The Academic Advisory Committee is convinced that there is both a societal need and student demand for these programs.

7. Uniqueness

The Committee is satisfied that these programs, given their admission requirements, curriculum, and mode of delivery, are distinct from existing programs at Toronto, Western, Queen's and Ottawa universities.

8. Local and Regional Support

The Committee has been provided with voluminous evidence supporting the proposed programs from local and regional directors of clinical teaching hospitals, clinical institutions, and health services professionals in both southern and northern Ontario.

The Committee is satisfied that Province-wide support exists for these programs.

9. Institutional Appropriateness

McMaster University has indicated that the proposed programs will be based in the Faculty of Health Sciences and will complement undergraduate programs in medicine and nursing. Physical Therapy and Occupational Therapy programs have been available in Hamilton at Mohawk College and McMaster University for the last 15 years. During this period a core of local academic faculty and an array of clinical instructors and researchers associated with clinical teaching facilities in local hospitals and agencies have been established in the region.

The Committee notes that a 1987 inventory of research compiled by the Ontario Universities Committee on Health Research identified McMaster as the leading university in the Province in terms of funded research in Occupational Therapy and Physical Therapy, with total funding of $785,756.00 as of January 1, 1987.[14]

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12. Memorandum from the Ministry of Health in response to OCUA's request for comment, November 17, 1987.

13. Letter from the Council of Ontario Universities to the Ontario Council on University Affairs, November 11, 1987, p. 7.

14. McMaster University and Lakehead University, op. cit., pp. 21-22.

The Committee is satisfied that it is appropriate that these programs be offered by McMaster University, given the university's many related areas of strength in the health sciences field and existing strength and experience in the areas of occupational and physical therapy. The Committee also deems it appropriate and desirable that McMaster would co-operate with Lakehead University in the development of a northern component of these programs and would utilize clinical training placements in rural Northwestern Ontario.

10. Funding

The Committee, therefore, recommends to the Ontario Council on University Affairs that:

> enrolment in the new BHSc programs in Occupational Therapy and Physical Therapy at McMaster University be recommended to Council as being eligible for counting.

Academic Advisory Committee
November 20, 1987

Appendix C

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Post RN (Nursing) (BSc), University of Ottawa - New Professional Program Considered for Funding Eligibility

On July 30, 1987, the University of Ottawa requested that Council consider for funding eligibility its new undergraduate professional Post RN Bachelor of Science in Nursing. Council, according to established procedures, circulated the program proposal to the Council of Ontario Universities (COU) which, in turn, invited comments on the proposal from the Ontario Council on University Health Sciences (OCUHS). The proposal was also forwarded to the Ontario Ministry of Health for review. Council referred the program and comments from COU, OCUHS and the Ministry of Health to the Academic Advisory Committee and asked for specific advice thereon.

The Committee's findings with respect to the program are summarized below:

1. Proposed Curriculum

The proposed program is the result of major revisions to an existing undergraduate program for Registered Nurses. The revised program expands opportunities for registered nurses in the region, enabling them to acquire a baccalaureate degree, and extends the curriculum to include the development of specialized skills. The curriculum consists of courses in three major areas: the humanities and social sciences; nursing and biomedical sciences; and a concentration including nursing science, biomedical and social science courses. Concentrations will be offered in the areas of geriatric/gerontological care, psychiatric/mental health, community/occupational health and perinatal nursing. The curriculum has been designed to build on the knowledge and experience of graduates of diploma schools of nursing.[1]

Students may enrol in the program on a full-time or part-time basis. All nursing and medical science courses are offered through a distance education program via a teleconferencing system. Courses offered through the teleducation program will be offered on a rotational basis over a four-year period.

Program applicants must either meet the standard entrance requirements for the baccalaureate program or hold a diploma in Nursing, have completed at least Grade 12 advanced Mathematics or its equivalent, and hold a valid Certificate of Competence from the College of Nurses of Ontario.

2. Academic Quality

The proposed Post RN (Nursing) BSc program was approved by the

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1. University of Ottawa, Baccalaureate Preparation for Registered Nurses, Post RN B.Sc. (Nursing), Executive Summary, July 30, 1987, p. 1.

Senate of the University of Ottawa on June 26, 1987.

3. Financial Viability

The proposed new program is the result of major revisions to an existing program, and the necessary financial resources are already in place. Board of Governors' approval was not required in order for the program to be mounted. The University of Ottawa indicates that the telephone distance education component of the program is a highly cost-effective means of program delivery and will not involve additional financial requirements.

The Committee is satisfied that the University of Ottawa has the resources necessary to mount the program and that it is financially viable.

4. Projected Enrolment

The School of Nursing at the University of Ottawa will admit up to a total of 75 full-time equivalent (FTE) students per year to the program on campus and a maximum of 25 FTE's in each of its teaching centres outside Ottawa. Total projected enrolment for each year, from 1988 to 1993, is approximately 200-225 FTE's on campus and up to 50 FTE's in each remote centre.

5. Co-operation with other Post-Secondary Institutions

Since the introduction of a teleconferencing component to the program in 1983, the School of Nursing at the University of Ottawa has developed co-operative relationships with a variety of universities, colleges and hospitals across the Province.

The School of Nursing transmits perinatal courses to Kingston and London in collaboration with Queen's University and the University of Western Ontario, which accept the courses for transfer credit in their own nursing programs.

The University of Ottawa program engages the co-operation of numerous community colleges and teaching hospitals in remote teaching centres located about the Province to offer courses via the teleducation network. Faculty and administrative personnel in these institutions provide the ongoing co-ordination required to run the courses.

The University of Ottawa also works closely with the Continuing Education Division of Trent University and with the Correspondence Division of the University of Waterloo to permit students to apply credits toward the Post RN (Nursing) program.

6. Societal Need and Student Demand

The proposed new program results from revisions to a longstanding Post RN baccalaureate of science in nursing program at the University of Ottawa. Revisions to the program were made after the University's Continuing Education Committee of the School of Nursing conducted a needs assessment study in 1982 which surveyed Registered Nurses in eight counties in Eastern Ontario and the Outaouais region of Western Quebec. Areas of concentration were selected on the basis of priority health care needs in the eastern Ontario region. The University of Ottawa indicated that

> ...the realities of health care today required a rethinking of the

> nursing science courses particularly, to reflect the increasing specialization of knowledge and practice that is taking place in the health field.[2]

Both nurses and health care agencies requested that the School of Nursing develop advanced, university-level courses. Comments received from the Ministry of Health indicated strong support for this program:

> What we find particularly commendable about the new program proposal is the opportunity for advanced preparation in clinical practice. It is encouraging that a faculty of nursing recognizes that requirements in the employment market should be taken into consideration in developing the curriculum. Courses offering broad generalized preparation have been replaced by shorter courses specific to areas of specialized practice. We note that these areas are generally consistent with those in which the greatest extent of undersupply was documented in our most recent nurse vacancy survey (June, 1987); namely; Geriatric Nursing, Psychiatric Nursing and Critical Care Nursing.[3]

Support for the program was indicated by both the Ontario Council of University Health Sciences and the Council of Ontario Universities. Comments received from COU stated:

> Unquestionably there is an urgent societal need for registered nurses to study nursing and related sciences and humanities. The increasing complexity of health problems requires a broad base of knowledge beyond that acquired by many nurses. This is one effort to meet that need.[4]

The University of Ottawa indicates that the catalyst for the development of the revised program was the need of local nurses for post-secondary education that would enhance their professional qualifications and would lead to a university degree. Student demand for this program is expected to be high at both the on-campus and off-campus sites.

The Committee is satisfied that this program meets the criteria of societal need and student demand.

7. Uniqueness

The University of Ottawa indicates that the uniqueness of the revised Post RN (Nursing) program is evident in three major areas:

1. The concept of concentrations (which has been endorsed by the Executive Council of the Canadian Association of University Schools of Nursing).

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2. Ibid., Attachment, "Building on Experience", p. 3.

3. Letter from the Ministry of Health, Policy Development and Research Division to the Ministry of Colleges and Universities, November 17, 1987, p. 2.

4. Letter from the Council of Ontario Universities to the Ontario Council on University Affairs, November 11, 1987, p. 3.

2. Maintenance of a separate program for post RN students.

3. Accessibility via telephone distance education.[5]

This program is distinctly different from other baccalaureate programs for nurses with diplomas at McMaster University and the University of Western Ontario.

The Committee is satisfied that this program is unique in Ontario.

8. Local and Regional Support

The Committee has been provided with evidence indicating strong support for the program from local and provincial nursing associations, the Ministry of Health, Eastern Ontario hospitals, and supporting faculties at the University of Ottawa.

The Committee is satisfied that there is local and regional support for the proposed Post RN (Nursing) program.

9. Institutional Appropriateness

The University of Ottawa has offered baccalaureate preparation for graduate nurses since the mid 1930's. The School of Nursing has the necessary faculty and resources in place to offer an advanced level nursing program. The University is widely recognized for its expertise in telephone distance education.

The Committee believes that the proposed program is an appropriate development for the University of Ottawa.

10. Funding

The Committee, therefore, recommends to the Ontario Council on University Affairs that:

> enrolment in the new BSc Post RN (Nursing) program at the University of Ottawa, be recommended to Council as being eligible for counting.

Academic Advisory Committee
November 20, 1987

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5. University of Ottawa, op. cit., Executive Summary, p. 2.

87-XIII The Allocation of the Government's Operating Support for the University System in 1988-89

The Minister of Colleges and Universities informed Council on November 19, 1987 that, for 1988-89, a total of $1,545 million in operating grants will be made available for the university system. Of this amount, $1,501,650,175 is available for Council's basic funding objectives and the grant-in-aid for the Bar Admission Course. The remaining operating grants are divided in the following manner:

(i) $27.0 million is provided as a provisional estimate of the amount necessary for accessibility envelope funding. The Minister has indicated that this amount will be revised, if necessary, to fund the 1987-88 increases in enrolment over 1986-87 levels;
(ii) $5,230,225 is provided to support 1001 international graduate student waivers; and
(iii) $11,119,600 is retained by the Ministry of Colleges and Universities for line-budget items. The Minister indicated that this amount includes $1.9 million for special French Language initiatives.[1]

In addition to the operating grants announcement, the Minister announced that formula fee rates for all students will increase by 4.5% in 1988-89. This policy applies to both domestic and visa students.

This Memorandum presents advice on the distribution of the $1,501,650,175 available for Council's basic funding objectives. This includes recommendations on the allocation of the mission-related, institution-specific funding envelope in the distribution of differentiation grants, Northern Ontario grants, bilingualism grants, institutional weight adjustment grants, and the grant-in-aid for the Bar Admission course. In this Memorandum Council comments on the following but does not make specific grant distribution recommendations in regard to them: the program adjustments envelope, the faculty renewal envelope, and the research overheads/infrastructure envelope. The remaining funds are allocated under the formula grants envelope.

1.0 Accessibility Envelope

In Advisory Memorandum 87-III, Council provided advice to the Minister on the operation of the accessibility envelope for 1988-89 funding. The Minister did not accept this advice and chose an alternative funding mechanism. Council has undertaken a preliminary calculation of the allocation of the envelope and estimates that it will cost Government, at a minimum, in excess of $35 million in 1988-89 to fulfill its commitment. Therefore additional funds will be required for 1988-89.

Council will be providing advice in the near future on the future

1. Letter from the Honourable Lyn McLeod, Minister of Colleges and Universities, to Dr. Paul Fox, November 19, 1987.

operation of this envelope.

2.0 Faculty Renewal

In Advisory Memorandum 87-IV, Council provided advice on the allocation of faculty renewal positions in years two through five of the program. Since then Council has received a few requests for modifications to the approved positions. The Academic Advisory Committee of Council will review these requests and will recommend to Council any necessary changes. Council will submit its advice to the Minister upon completion of its review of the changes proposed.

3.0 Extra-Formula Grants

3.1 Mission-Related Institution-Specific Funding Envelope

3.1.1 Differentiation Grants

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so. Trent University is the only institution to have received a differentiation grant.

During the past six years Trent has been awarded differentiation grants. These grants recognize Trent's continued efforts to solidify its differentiated role as the only institution in the Ontario university system engaged almost exclusively in undergraduate arts and science education. They also recognize Trent's realignment of its limited graduate offerings to complement its academic strengths and they acknowledge the University's improved management of resources and expenditures.

Trent has indicated to Council that it eliminated its cumulative operating fund deficit in 1986-87. Trent has also completed the consolidation of its graduate offerings, successfully phasing-out its masters' programs in physics, chemistry and history and thereby consolidating its role as a predominantly undergraduate liberal arts and science university.

In Advisory Memorandum 87-I, Council indicated that a new phase in the differentiation grant had been reached. The changes necessary to consolidate Trent's role as a differentiated university have been implemented. In future, the differentiation grant process for Trent must be geared towards maintaining this differentiated role.

To this end, Council initiated in the past year a thorough review to identify and estimate the incremental cost of Trent's differentiation. Unfortunately, this cost study has taken longer to complete than Council wished and will not be completed for several months. However, Council has had some fruitful discussions with Trent concerning the costing of its differentiation and is encouraged by the progress achieved to date. Council will recommend to the Minister on the on-going future of Trent's differentiation grant when it completes its study. In the meantime, Council recommends that the level of the differentiation grant for Trent for 1988-89 be $1.5 million.

Accordingly, Council *recommends to the Minister:*

OCUA 87-60
DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1988-89

THAT a differentiation grant of $1,500,000 be made to Trent University in 1988-89.

3.1.2 Northern Ontario Grants

In the past year, Council initiated a review of the calculation of the Northern Ontario grants. This review has focussed on identifying two types of mission-related costs of Northern institutions: the costs of being institutions "in the North"; and the costs of being institutions "for the North". Council has made significant progress in addressing these issues and identifying the appropriate long-term mechanism to allocate both the regular Northern Ontario grants and the new special grants for Northern institutions. Unfortunately, since Council's consultations with the institutions have not yet been completed, the study's findings are not available at this time.

Nevertheless, based on its findings to date, Council is prepared to make some modifications to the allocation process for these grants for 1988-89.

3.1.2.1 Regular Grants

The preliminary findings of Council's Northern Ontario Grants review suggest that the grants levels generated by the current "mini-formulae" outlined in Advisory Memorandum 75-VII closely approximated the incremental costs of institutions operating in the North. In the next few months Council will finalize its work in this area.

For 1988-89, Council recommends a slight modification to the current mini-formulae to fit within the framework of the new operating grants allocating mechanism. Under the current "mini-formulae" for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, each grant is determined with reference to the prior year's Basic Operating Income (BOI) of each institution. Council believes that the BOI factor found in these formulae should become Base BOI under the new formula grants envelope and the formulae applied in the usual manner. However, inadvertent transitional dislocations occur as a result of the change in the definition of BOI and these would result in a reduction of Northern Ontario grants for Algoma and Hearst colleges. Council recommends that these dislocations be compensated for in 1988-89 by ensuring that the combined direct Northern Ontario grants and pseudo-campus Northern Ontario grants of each of the affiliates provide a minimum increase of 4.5% over the previous year's level. The grant levels recommended below incorporate this 4.5% floor provision.

Therefore, for 1988-89, the value of the Northern Ontario grants for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, is calculated according to the "mini-formulae" outlined in Advisory Memorandum 75-VII modified in the manner noted above.

Accordingly, Council *recommends to the Minister:*

OCUA 87-61
NORTHERN ONTARIO GRANTS 1988-89

THAT Northern Ontario grants in 1988-89 be made in the following amounts:

Lakehead	$2,883,000
Laurentian	2,763,000
Algoma	241,000
Laurentian (Algoma)	58,000
Nipissing	518,000
Laurentian (Nipissing)	118,000
Hearst	117,000
Laurentian (Hearst)	62,000

3.1.2.2 Special Grants

In 1987-88 these grants were allocated on a formulaic basis. As a result of Council's findings to date in its Northern Ontario Grants review, Council believes that in 1988-89 these funds should continue to be distributed on a formulaic basis. Council's Northern Grants Committee is working on the appropriate mechanism for the ongoing evaluation and assessment of the expenditures of these funds and will recommend an appropriate mechanism in the near future.

Council recommends that the $3.0 million provided by Government for 1987-88 as special grants to Northern institutions to address particular needs in providing university-level education in Northern Ontario continue at the same level for 1988-89. The increase in regular Northern Ontario grants recommended above is greater than the base grants increase for 1988-89. Council believes that before increasing the size of the total grants available for special Northern-mission initiatives, it is important for institutions to demonstrate the value or effectiveness of the projects undertaken in meeting these institutions' mission of being institutions "for the North". Therefore, Council believes it is appropriate to maintain the level of grants at the 1987-88 level until an initial evaluation can be undertaken.

Accordingly, Council *recommends to the Minister:*

OCUA 87-62
SPECIAL NORTH ONTARIO GRANTS 1988-89

THAT Special Northern Ontario Grants of $3,000,000 be made in the following amounts:

Lakehead	$1,279,000
Laurentian	1,226,000
Algoma	107,000
Laurentian (Algoma)	26,000
Nipissing	230,000
Laurentian (Nipissing)	52,000
Hearst	52,000
Laurentian (Hearst)	28,000

4.1.3 Bilingualism Grants

In Advisory Memorandum 83-IX, Council documented the incremental costs of existing bilingualism programs using 1981-82 cost data. On the basis of the study's findings, the level and distribution of bilingualism grants

were adjusted in 1984-85 to reflect more accurately the incremental costs of bilingualism. Beginning in the Spring of 1988, Council intends to update this cost study to form the basis of the allocation of bilingualism grants for 1989-90 and beyond. For 1988-89, the total funds available for distribution are equal to the total of the previous year's grants increased by the percentage increase in total university system basic operating grants (4.5%). These grants are to be allocated according to the incidence of incremental bilingualism costs, as identified in Advisory Memorandum 83-IX.

Accordingly, Council *recommends to the Minister:*

OCUA 87-63
BILINGUALISM GRANTS 1988-89

THAT bilingualism grants in 1988-89 be made in the following amounts:

Ottawa	$11,754,000
Laurentian	2,392,000
Glendon	988,000
Hearst	125,000
Sudbury	153,000
St. Paul	982,000

The Minister has indicated that $1.9 million of the $11.1196 million reserved for ministry budget review will be allocated for "special French Language initiatives". She went on to state:

> I am reserving judgement as to whether a portion of the $1.9 million allocation should be used to enhance the existing bilingual grants within the Mission Related envelope. A final decision will be made when I have received the report of the French Language Implementation Task Force for the University Sector.[2]

It would be inappropriate to alter the level of the bilingualism grants recommended above before Council has undertaken this year's review of the incremental costs of bilingualism. However, given that Council's review of bilingualism costs will not be completed in time for 1988-89 funding, Council believes it would be appropriate to allocate any undesignated portion of the $1.9 million made available for special French language initiatives as bridge funding for bilingualism initiatives begun since Council's last review was undertaken. This amount would be allocated most effectively by distributing it according to each institution's existing share of bilingualism grants.

Accordingly, Council *recommends to the Minister:*

OCUA 87-64
UNDESIGNATED SPECIAL FRENCH LANGUAGE FUNDING FOR 1988-89

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2. Ibid., p. 2.

THAT for 1988-89, any undesignated portion of the additional $1.9 million reserved for ministry budget review allocated for "special French Language initiatives" be allocated according to each institution's current share of bilingualism grants as a bridging provision to the new Bilingualism Cost Study Review to be undertaken in 1988.

4.1.4 Institutional Weight Adjustments

In Advisory Memorandum 86-VII, Council recommended that institutional funding weights for Ryerson Polytechnical Institute and the Ontario College of Art (OCA), as well as their institutional formula fee rates, be increased. The Minister accepted Council's advice indicating:

> I would also like to indicate my acceptance of the proposed institutional weight changes for Ryerson Polytechnical Institute from the current level of 1.35 [1.36] to 1.42 and for the Ontario College of Art from the current level of 1.3 to 1.35 as well as the recommended phase-in of their formula fees to the "Group 5" level beginning in 1987-88.[3]

For 1987-88, the formula fee rates charged by Ryerson and OCA increased by one-third the difference between the existing institutional formula fee rates and the 1987-88 "Group 5" formula fee level. At the same time, an institutional weight adjustment grant was allocated to each institution to reflect the increase in institutional weight accorded to each institution.[4]

For 1988-89, Council recommends that the formula fee rates charged by Ryerson and OCA be increased by one-half the difference between current 1987-88 institutional formula fee rates and the 1988-89 "Group 5" formula fee level.[5] Council also recommends that the institutional weight adjustment grants for Ryerson and OCA be reduced from last year's levels to reflect the increase in formula fee revenue generated by the recommended fee rate increase. These grants are calculated as the residual of the increased Base Basic Operating Income (Base BOI) revenue resulting from the increase in institutional weights and the increased level of formula fee revenue generated by the recommended fee rate increase.

Council notes that institutional weight adjustment grants are temporary grants reflecting a change in BIU and BOI levels. When fully implemented, the movement of Ryerson and OCA formula fee rates to the "Group 5" level will more than cover the increased BOI for these institutions.

Accordingly, Council *recommends to the Minister:*

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3. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, March 10, 1987, p. 3.

4. Ryerson and OCA are the only institutions to be funded at a single institutional BIU weight for all enrolments. Shifts in enrolment among programs do not affect BIU counts as at other institutions.

5. Currently Ryerson and OCA students are charged formula fees of $952 and $1,020, respectively. The 1988-89 "Group 5" formula fee level wil be $1,249. This is the formula fee level charged to the majority of university students.

OCUA 87-65
INSTITUTIONAL FORMULA FEE RATES 1988-89

THAT institutional formula fee rates for 1988-89 be set at following levels:

Ryerson	$1,101
Ontario College of Art	1,135

OCUA 87-66
INSTITUTIONAL WEIGHT ADJUSTMENT GRANTS 1988-89

THAT institutional weight adjustment grants in 1988-89 be made in the following amounts:

Ryerson	$856,000
Ontario College of Art	188,000

4.1.5 Bar Admission Course

In recent years, Council has recommended that the grant-in-aid for the Bar Admission Course be increased by the same percentage as that accorded the university system as a whole. Council continues to apply this policy for 1988-89 and proposes that the grant-in-aid for the Bar Admission Course be increased by 4.5%.

Council accordingly *recommends to the Minister:*

OCUA 87-67
GRANT TO THE LAW SOCIETY OF UPPER CANADA ON BEHALF OF THE BAR ADMISSION COURSE 1988-89

THAT a grant of $863,000 be made available to the Law Society of Upper Canada for support of the Bar Admission Course in 1988-89.

4.2 Program Adjustments Envelope

In Advisory Memorandum 87-XI, Council recommended to the Minister the appropriate criteria and process for the program adjustments envelope for 1988-89 and beyond. Council will submit its advice to the Minister on the specific allocation of program adjustments funding for 1988-89 later this year upon completion of its evaluation process.

The Minister indicated in her letter of November 19, 1987 that $7 million has been made available for this envelope. This is the same level as available in 1987-88. Council believes that, given the experience in the formulaic allocation for 1987-88, this is an appropriate level of funding. In future, Council will recommend on the level of funding needed for this envelope.

4.3 Research Overheads/Infrastructure Funding Envelope

In Advisory Memorandum 87-I Council recommended that for 1987-88 this envelope should be distributed according to each institution's proportion of peer-adjudicated sponsored research funding by the Federal

Government's three granting agencies (the Social Sciences and Humanities Research Council, the Natural Sciences and Engineering Research Council, and the Medical Research Council) for the years 1983-1984, 1984-85, and 1985-86.

In the past year, Council has undertaken a review of the appropriate long-term mechanism for supporting overhead and infrastructural costs of sponsored research in the future. When this study is completed, Council will recommend the appropriate mechanism and grant distribution for 1988-89.

The Minister indicated on November 19, 1987, that the grants available for this envelope would be increased for 1988-89 by 4.5% to $26.125 million. In future, Council will recommend on the level of funding needed for this envelope.

Table 1

Availability of Funds for Distribution as Formula Grants for 1988-89

1. Total Operating Grants Available			$1,545,000,000
Deduct:			
2. Line-Item Grants		11,119,600	
3. International Graduate Student Waivers		5,230,225	
4. Accessibility Envelope		27,000,000	
5. Faculty Renewal Grants		16,400,000	
6. Extra-Formula Grants			
a) Mission-Related Institution-Specific Funding			
Differentiation Grants	1,500,000		
Northern Ontario Grants - Regular	6,760,000		
- Special	3,000,000		
Bilingualism Grants	16,394,000		
Institutional Weight Adjustment	1,044,000		
Bar Admission Course	863,000		
Sub-Total		29,561,000	
b) Program Adjustments Grants		7,000,000	
c) Research Overheads/Infrastructure Grants		26,125,000	
7. Contingency Provision		100,175	
Sub-Total		122,536,000	
8. Available for distribution as Formula Grants			$1,422,464,000

5.0 Formula Grants Envelope

Of the $1,545.0 million in operating grants available for 1988-89, $122,536,000 has been previously targetted for particular purposes by Government or recommended above by Council to be made available for extra-formula grants. In addition to these deductions, shown in Table 1, $100,175 has been set aside by Council as a contingency provision in case any retroactive BIU adjustments are required at particular institutions.

The remaining $1,422,464 million is to be allocated according to the operating grants formula recommended in Advisory Memorandum 86-VII.[6] It should be noted that the unused portion of the contingency provision will also be distributed according to this allocation formula.

The results of the formula calculation are found under the Formula Grants column of Table 2. Subject to any necessary changes in an individual institution's BIU and formula fee count, and visa student fee redistribution, Council recommends that the formula operating grants be distributed according to the distribution found in Table 2.

Accordingly, Council *recommends to the Minister:*

OCUA 87-68
FORMULA GRANT ALLOCATION FOR 1988-89

THAT $1,422.464 million in formula grants be made available in 1988-89 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College according to the operating grants formula outlined in Advisory Memorandum 86-VII resulting in the initial allocation indicated in Table 2.

Table 2 summarizes the distribution of grants based on the recommendations contained in this Memorandum. It documents, by institution, the formula and extra-formula grants recommended by Council for 1988-89, along with the recommended grant totals for 1987-88 and the percentage increases in grants between the two years.

Paul Fox,
Chairman

January 20, 1988

6. See Ontario Council on University Affairs, Advisory Memorandum 86-VI, pp. 13-27, for a description of the formula.

Table 2

Distribution of Grants Generated by Recommendations in Advisory Memorandum 87-XIII ($000)

	1988-89 RECOMMENDATIONS									
		Extra-Formula Grants								
		Mission-Related Institution-Specific								
University	Formula Grants	Northern Ontario Grants	Special Northern Grants	Bilingualism Grants	Differentiation Grants	Institutional Weight Adjustment Grants	Special & Unallocated Grants & Contingency Provision	Total Grants Recommended	Total Grants Recommended for 1987-88	(%) Change
Brock	29,870							29,870	28,541	4.7
Carleton	70,246							70,246	67,135	4.6
Guelph	85,139							85,139	81,404	4.6
Lakehead	23,252	2,883	1,279					27,414	26,218	4.6
Laurentian	22,175	2,763	1,226	2,545				28,709	27,541	4.2
Algoma	1,561	241	107					1,909	1,863	2.5
Laurentian (Algoma)	477	58	26					561	535	4.8
Nipissing	3,999	518	230					4,747	4,538	4.6
Laurentian (Nipissing)	975	118	52					1,145	1,091	4.9
Hearst	382	117	52	125				676	661	2.3
Laurentian (Hearst)	322	62	28					412	387	6.4
McMaster	92,259							92,259	88,209	4.6
Ottawa	106,422			12,736				119,158	114,006	4.5
Queen's	96,733							96,733	92,548	4.5
Toronto	307,404							307,404	293,925	4.6
Trent	15,741				1,500			17,241	16,541	4.2
Waterloo	108,782							108,782	104,009	4.6
Western	144,960							144,960	138,687	4.5
Wilfrid Laurier	28,828							28,828	27,560	4.6
Windsor	59,257							59,257	56,694	4.5
York	134,639			988				135,627	129,595	4.7
OISE	18,878							18,878	18,060	4.5
Ryerson	61,074					856		61,930	60,318	2.7
OCA	8,956					188		9,144	8,850	3.3
Dominican	133							133	128	4.3
Total	1,422,464	6,760	3,000	16,394	1,500	1,044	0	1,451,162	1,389,044	4.5
Bar Admission							863			
Contingency Provision							100			
Program Adjustment Grants							7,000			
Research Overheads/Infrastructure Grants							26,125			

Notes:
1. Dominican College receives 50% funding. The theology schools receivingf 100% funding are included with the parent institutions.
2. Bilingualism grants for affiliated institutions are included with the parent institutions.
3. The "Total Grants Recommended for 1987-88" column inlcudes those grants recommended in A.M. 87-I plus the library enhancement and equipment fund. Similarly, the "% Change" column reflects only the change in grants recommended by Council in A.M. 87-XIII over the adjusted A.M. 87-I grants. Therefore, the percentage change figures do not necessarily accurately reflect the actual increase in operating grants distributed.

87-XIV Graduate Program Funding

Agriculture (MAgr), University of Guelph;
Applied Computer Science (MSc), University of Guelph;
Clinical Biochemistry (MHSc), University of Toronto;
Industrial Relations (PhD), University of Toronto;
Methodologies for the Study of Western History and Culture, (MA) Trent University;
Spanish Translation (Graduate Diploma), University of Ottawa;
Studies in Law (MSL), University of Toronto;
Teaching (MA[T] and MSc[T]), McMaster University.

Introduction

In this Memorandum Council continues the practice of submitting annual advice on graduate program approvals as initiated in Advisory Memorandum 83-VIII.

Council offers advice on eight new graduate programs and two existing programs. In addition, Council continues the practice of recommending a weight for each graduate level-one program on the understanding that all graduate level-two programs, as outlined in the Ministry's Operating Formula Manual, will be in Category 8 with a weight of 6, or 2 per term.

I. New Graduate Programs

Agriculture (MAgr), University of Guelph

Council has reviewed the advice of its Academic Advisory Committee regarding Guelph's new Master of Agriculture program (see Appendix A) and is satisfied that the program meets the first four funding criteria.

The evidence provided clearly demonstrates that the Master of Agriculture program meets the particular needs of professional agriculturalists in a variety of specialized fields. Council notes that the program is unique and builds on existing teaching and research strengths at the University of Guelph.

Council, therefore, recommends that enrolment in this program should be deemed eligible for counting, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-69
ELIGIBILITY OF ENROLMENT IN THE MASTER OF AGRICULTURE PROGRAM AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the Master of Agriculture program at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 7 with a weight of 4, or 1.333 per term, as outlined in the Ministry's Operating Formula Manual.

Applied Computer Science (MSc), University of Guelph

Council has reviewed the advice of its Academic Advisory Committee regarding Guelph's new Master of Science program in Computer Science (see Appendix B) and is satisfied that the program meets the first four funding criteria.

Council recognizes that the societal need for computer science graduates is significant and long term, and that this particular program provides unique opportunities for applied research in aspects of agriculture and veterinary science not available elsewhere in the Province.

Since there is strong student demand for computer science programs at the master's level at all universities currently offering the program, Council believes that the introduction of the Guelph program, with its applied focus, will not have any negative redistributive effects on enrolment levels in existing programs.

The proposed program is built on existing strength in the field of computer science at the undergraduate level.

Council, therefore, recommends that enrolment in this program should be deemed eligible for counting, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-70
ELIGIBILITY OF ENROLMENT IN THE MASTER OF SCIENCE PROGRAM IN COMPUTER SCIENCE AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the MSc program in Computer Science at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 6 with a weight of 3, or 1 per term, as outlined in the Ministry's Operating Formula Manual.

Clinical Biochemistry (MHSc), University of Toronto

Council has reviewed the advice of its Academic Advisory Committee regarding Toronto's new Master of Health Science program in Clinical Biochemistry (see Appendix C) and is satisfied that the program meets the first four criteria for funding eligibility.

The evidence provided substantiates the need for more academically sophisticated laboratory personnel in Ontario and Canada. Since the proposed program would be unique, student demand is expected to be strong.

Given the many related areas of strength in the fields of medical and health science at the University of Toronto, Council believes that it is appropriate for this program to be offered there.

Council, therefore, recommends that enrolment in this program should be deemed eligible for counting even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-71
ELIGIBILITY OF ENROLMENT IN THE MASTER OF HEALTH SCIENCE PROGRAM IN CLINICAL BIOCHEMISTRY AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the MHSc program in Clinical Biochemistry at the University of Toronto be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 7, with a weight of 4, or 1.333 per term, as outlined in the Ministry's Operating Formula Manual.

Industrial Relations (PhD), University of Toronto

Council has reviewed the advice of its Academic Advisory Committee regarding the new doctoral program in Industrial Relations at the University of Toronto (see Appendix D). Council endorses the Committee's conclusion that the program does not meet all of Council's criteria for funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 87-72
ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN INDUSTRIAL RELATIONS AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the PhD program in Industrial Relations at the University of Toronto not be counted as eligible BIUs for funding purposes.

Methodologies for the Study of Western History and Culture (MA), Trent University

Council has reviewed the advice of its Academic Advisory Committee regarding Trent's new Master of Arts program in Methodologies for the Study of Western History and Culture (see Appendix E) and is satisfied that the program does not meet all of Council's criteria for funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 87-73
ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS PROGRAM IN METHODOLOGIES FOR THE STUDY OF WESTERN HISTORY AND CULTURE AT TRENT UNIVERSITY FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the MA program in Methodologies for the Study of Western History and Culture at Trent University not be counted as eligible BIUs for funding purposes.

Spanish Translation (Graduate Diploma), University of Ottawa

Council has reviewed the advice of its Academic Advisory Committee regarding Ottawa's new Graduate Diploma in Spanish Translation (see Appendix F) and is satisfied that the program meets the first four funding criteria.

Council notes the unique nature of this program and the evidence of societal need for program graduates nationally and internationally. The

program clearly builds on the University of Ottawa's existing strengths in modern languages, translation and linguistics.

In light of the above, Council recommends that enrolment in this program should be deemed eligible for counting, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-74
ELIGIBILITY OF ENROLMENT IN THE GRADUATE DIPLOMA PROGRAM IN SPANISH TRANSLATION AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the Graduate Diploma in Spanish Translation at the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 6 with a weight of 3, or 1 per term, as outlined in the Ministry's Operating Formula Manual.

Studies in Law (MSL), University of Toronto

Council has reviewed the advice of its Academic Advisory Committee regarding the new Master of Studies in Law program at the University of Toronto (see Appendix G). Council agrees with the Committee's conclusion that the program does not meet all of Council's criteria for funding eligibility.

Accordingly, Council *recommends to the Minister:*

OCUA 87-75
ELIGIBILITY OF ENROLMENT IN THE MASTER OF STUDIES IN LAW PROGRAM AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the Master of Studies in Law program at the University of Toronto not be counted as eligible BIUs for funding purposes.

Teaching (MA[T] and MSc[T]), McMaster University

The MA(T) and MSc(T) programs at McMaster University were previously considered for funding approval in 1980 but were not approved because Council felt McMaster lacked formal strength in the field of education and that this deficiency had not been remedied by making co-operative arrangements to secure the participation of faculty from institutions engaged in the education of teachers or the delivery of education services.

In 1987, McMaster University indicated that it wished to resubmit these programs for review since there was new information about them to be considered. The information was forwarded to OCUA's Academic Advisory Committee to determine whether or not there was sufficient new information to merit reconsideration of the programs. Having reviewed the submission, the Academic Advisory Committee decided that it would consider McMaster's request for funding eligibility for the MA(T) and MSc(T) programs de novo, and it has now submitted its advice.

Council has reviewed the advice of its Academic Advisory Committee regarding McMaster's Master of Arts and Master of Science programs in Teaching (see Appendix H) and is satisfied that the programs meet the first four criteria for funding eligibility.

Council notes the significant student demand served by the McMaster programs and agrees that the societal need for teachers to update their knowledge about the subjects which they teach is growing and is long term.

McMaster has allocated significant resources to these programs over the past ten years. Program quality has been maintained at the highest level recognized by the OCGS appraisal system. Evidence indicates that McMaster University has developed strength in the field of education appropriate to a program in teaching.

Given the above factors, Council recommends that enrolment in these programs be deemed eligible for counting, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 87-76
ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS AND MASTER OF SCIENCE PROGRAMS IN TEACHING AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1988-89

THAT enrolment in the Master of Arts and Master of Science programs in Teaching at McMaster University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the programs to be in Category 6 with a weight of 3, or 1 per term, as outlined in the Ministry's Operating Formula Manual.

II. Existing Graduate Programs

Council has reviewed the Ontario Council on Graduate Studies annual Report to the Ontario Council on University Affairs on Appraisal Results: 1986-87. This Report indicates that two programs were placed in the "d" category: Master of Arts Classics (MA), Carleton University, and Master of Architecture (MArch), University of Toronto. Since the Council of Ontario Universities cannot verify that these two programs are of acceptable academic quality, Council must recommend that funding eligibility be withdrawn.

Accordingly, Council *recommends to the Minister:*

OCUA 87-77
ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS PROGRAM IN CLASSICS AT CARLETON UNIVERSITY AND THE MASTER OF ARCHITECTURE PROGRAM AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES

THAT enrolment in the Master of Arts program in Classics at Carleton University and the Master of Architecture program at the University of Toronto, not be counted as eligible BIUs for

funding purposes, commencing May 1, 1988.

Paul Fox,
Chairman

February 19, 1988

Appendix A

ACADEMIC ADVISORY COMMITTEE
Master of Agriculture (MAgr), University of Guelph
New Graduate Program Considered for Funding Eligibility

On November 4, 1986, the University of Guelph requested that Council consider its new Master of Agriculture (MAgr) program for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal on March 19, 1985 and, at the time of appraisal, did not require any improvements.

2. Need

The professionally-oriented Master of Agriculture program at the University of Guelph is composed of seven different agricultural fields of study within the Ontario Agricultural College. Applicants specialize in either: Agribusiness Management, Agricultural Land Use, Land Management, Animal Science, Food Science, Pest Management or Apiculture.

The program, which began in September 1986, is directed primarily toward employed agriculturalists with access to educational leave plans. It offers practicing agriculturalists an opportunity to reorient their professional career path or to enhance their technical competence and update their expertise. The program emphasizes technical and professional knowledge and skills. This differentiates it from the MSc program, wherein emphasis is placed on research skills. The University of Guelph states:

> As the need for increased technical expertise in specialized areas develops it is evident that the traditional research oriented M.Sc. program is not always the answer. On occasion, M.Sc. students have been less than satisfied with the research orientation of the M.Sc. programme which did not adequately meet their professional needs. We believe that the M.Agr. programme will be a better alternative for some of our present M.Sc. students.[1]

The University of Guelph believes that, given the rapid expansion of technical knowledge and specialization occurring in many agriculture sectors, this program is an important addition to their agricultural program offerings.[2]

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1. University of Guelph, University of Guelph, Ontario Agricultural College and Faculty of Graduate Studies, Master of Agriculture (M.Agr.) Programme, Request for Formula Funding Support, November 4, 1986, p. 9.

2. Ibid., p. 13.

In 1984, the University surveyed over 200 potential employers of program graduates. Most of the 45% who responded indicated support for the program, and stated that they would be interested in hiring graduates, would recommend the program to their present employees, or would employ summer interns.[3]

In 1985, participants at a symposium on future directions in agricultural education, sponsored jointly by the Ontario Agricultural College and the Ontario Ministry of Agriculture and Food, reiterated the need for the establishment of a post-graduate, professional degree in agribusiness management.

The University of Guelph maintains that the need for graduates of this program is widespread:

> The agriculture and food industry is of major economic importance in Ontario and Canada. With the intensification of worldwide competition and the rapid technical advances related to this industry, the availability of the Master of Agriculture programme at the University of Guelph will help this industry maintain its strong competitive position.[4]

Student demand for this program appears to be significant. For the 1986 Fall term, the University of Guelph received fifty formal applications for admission to the MAgr program. Nineteen full-time students and one part-time student were enrolled. Forty-two applications were received for the Fall of 1987[5] and 17 students were enrolled.[6] The University of Guelph indicates that the projected steady- state enrolment for the program is 40 students per year.[7]

The program requires students to complete a minimum of two semesters of course work, plus up to two semesters of internship. The internship portion of the program may be served with a student's current employer if the position provides the experience and challenges at a level deemed appropriate for the MAgr degree. Otherwise, the University will place students in appropriate internship positions.[8]

Examples of internships held by MAgr students during the Spring term, 1987, include:

- Extentionist, Kenya High Commission, Ottawa;
- Program Evaluation Assistant, Agriculture Canada, Ottawa;
- Farm Manager, Locust Cottage Farms, Port Hope, Ontario;
- Assistant Economist, Deloitte, Haskins and Sells Associates, Guelph;

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3. Ibid., p. 8.

4. Ibid., p. 14.

5. Letter from the University of Guelph to the Ontario Council on University Affairs, May 21, 1987.

6. Established by telephone with the University of Guelph, December 14, 1987.

7. University of Guelph, op. cit., p. 11.

8. Letter from the University of Guelph to the Ontario Council on University Affairs, July 13, 1987, p. 1.

and
- Dairy Extension Specialist, Newfoundland Department of Agriculture, St. John's, Newfoundland.[9]

Given the abundant evidence of the need for graduates with technical and professional expertise in the field of agriculture and of strong interest in the program exhibited by students and employers, the Committee is satisfied that this program meets Council's criteria of societal need and student demand.

3. Uniqueness

This program is unique in Ontario. The University of Guelph is the only university in the Province offering agricultural programs. The Master of Agriculture program at the University of Guelph is also the first professional master's program offered by a faculty of agriculture in Canada.

The Committee is satisfied that the MAgr program is unique.

4. Aims, Objectives and Existing Strengths

The proposed new program in professional agriculture is consistent with the aims and objectives of the University of Guelph as indicated in their mission statement Towards 2000: Challenges and Responses:

> The University must seek excellence...across a range of programmes...[including] the founding disciplines of agriculture, veterinary medicine and family and consumer studies...and maintain a special responsibility for agriculture and veterinary medicine. It will be the only Ontario university to offer teaching, research, and extension programs in agriculture and these programmes probably will remain the largest and most diverse in Canada.[10]

The University indicates that a new faculty position has been recently allocated in support of the MAgr program, in the Department of Agricultural Economics and Business, and that additional allocations are planned as enrolment increases.[11]

The Committee acknowledges that the proposed MAgr program is included in the University's five-year graduate plan and is consistent with the University of Guelph's specialized role of providing agricultural programs in Ontario. The Academic Advisory Committee considers this program to be an appropriate development given the aims, objectives and existing strengths of the University of Guelph.

5. Funding

The Committee, therefore, recommends to Council that:

> enrolment in the Master of Agriculture program at the University of Guelph be recommended by Council for funding eligibility.

Academic Advisory Committee
November 20, 1987

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9. Letter from the University of Guelph to the Ontario Council on University Affairs, November 12, 1987, p. 2.

10. University of Guelph, op. cit., pp. 12-13.

11. Ibid., p. 13.

Appendix B

Master of Science, Applied Computer Science (MSc), University of Guelph New Graduate Program Considered for Formula Funding

On July 15, 1987, the University of Guelph requested that Council consider its new Master of Science program in Applied Computer Science for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal (June 17, 1986) and, at the time of appraisal, was not found to require improvement.

2. Need

The MSc program in Applied Computer Science at the University of Guelph "focuses on the field of applied computer science and has a distinctive applied orientation, emphasizing research that can contribute to industry and government or to other disciplines."[1]

The University indicates that the goal of the program is to provide graduate-level education for students interested in computer applications which offer new methods for solving large classes of problems.[2]

The proposed program would be four semesters in duration. Degree requirements include a thesis, participation in a research seminar and at least four courses in two of the four areas of specialization available: Interactive Systems; Distributed Systems; Information Management; and Knowledge-based Systems.

Applicants are required to hold either an honours degree in computer science or an honours degree which includes a minor in computer science. The University would arrange for the latter students to upgrade their computer background.

The University of Guelph states that there is a growing need for applied computer science graduates and that the societal need for program graduates is significant and long-term. The University indicates:

> Researchers in computer and information science will continue to play an increasingly vital role in any effort to maintain technological leadership in today's information society. The Natural Sciences and Engineering Research Council (NSERC) recently announced that it will offer a differential scholarship award of $1,000 per annum to graduate students in computing or engineering because of "the special need to encourage more students to enter graduate studies in computer science and engineering" (University of Guelph Research News Vol. 13, No. 28, July 6, 1987). This increase in stipend was made in the face of cuts in several other NSERC programs, that is, in a time of economic restraint. The Department of Computing and Information Science at the University of Guelph has an

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1. University of Guelph, Master of Science (MSc) in Applied Computer Science, Request for Formula Funding Support, July 10, 1987, p. 2.

2. Ibid.

> opportunity to play a significant role in the training of manpower needed for an economically vital Computer and Information Technology in Canada.[3]

To obtain an external assessment of the need for graduates of the proposed program, AAC forwarded Guelph's proposal to the Canadian Information Processing Society (CIPS) for review and comment. CIPS indicated that their comments were drawn from a knowledge of the industry, an understanding of the direction governments are taking in terms of information technology, information they had previously gathered on market demand and the knowledge of members of CIPS' University Accreditation Council.[4] CIPS stated that:

> Our knowledge of the marketplace indicates a continuing need for well qualified graduates, in particular, from programs that are responding to and meeting the needs of industry. We have no reason to believe that the information on the supply and demand for Masters program graduates in computer science we provided to you in a letter dated January 12, 1987 was altered substantially. Briefly that information indicates a demand for graduates from computer science programs and a low unemployment rate for people in this industry. Furthermore, the continuing increase in the number of scholarships for computer scientists is another indication of the demand.
>
> The CIPS (University) Accreditation Council Chairman, Dr. Wayne Davis, forwarded your letter and Guelph's request for funding this program to members of the Accreditation Council. These members had evaluated the undergraduate computing science programs at Guelph. They unanimously supported the application, citing specifically that the interactive systems and distributed systems posed are very relevant to the needs of today's marketplace. They also commented on the good balance between the technical and practical aspects and good design of the program...
>
> On conclusion, the Canadian Information Processing Society would support the need for the Master of Science in Applied Computer Science program at Guelph. We feel that the program is responding to a need of industry, and therefore society. Well qualified graduates from such a program will be in demand in the marketplace.[5]

The Committee also surveyed universities currently offering Master's level programs in computer science to obtain information with respect to existing enrolments, excess capacity and the current employability of graduates.

Master's level programs are offered in Ontario at Carleton (MSc in Information and Systems Science), McMaster (MSc Computation), Ottawa - Carleton (joint MCS), Queen's (MSc), Toronto (MSc), Waterloo (MMath) and

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3. Ibid., pp. 9-10.

4. Letter from Ms. Patricia A. Glenn, Director, External Liaison, Canadian Information Processing Society, to the Ontario Council on University Affairs, November 26, 1987, p. 1.

5. Ibid., p. 2.

Western (MSc). The universities surveyed indicated that in their experience, the number of qualified applicants currently exceeds the number of students enrolled in existing programs in Ontario. For example, the University of Toronto estimates that it has three times as many formal applicants as are finally accepted,[6] while the University of Waterloo commonly receives an average of 100 applications per year over and above the number of students accepted.[7]

The Committee notes that there is some capacity in the system at the Master's level, but that most institutions plan to utilize this capacity by increasing their admissions over the next five years as resources permit. Each institution indicated that long term employment prospects for both master's and doctoral graduates are excellent in Ontario and in Canada.

The Committee notes that there is a high level of student demand for the program at the University of Guelph. The University of Guelph received approximately thirty enquiries regarding admissions for the Fall of 1986. Fourteen students were admitted to the program. During the first half of 1987 over 80 additional enquiries and twenty-three new applications for admission were received. Guelph indicates that approximately 25% of the enquiries and applications have come from persons already working in the industry who wish to return to university for upgrading of knowledge and skills or to change fields in response to industry requirements.[8] The University of Guelph expects to achieve a steady-state total enrolment of 24 students by the Fall of 1988.[9]

Given the very high application to admission ratio in this field and the apparent extensive and long term need for graduates, it is the opinion of the Academic Advisory Committee that there is a societal need and student demand for the proposed Applied Computer Science program at the University of Guelph.

3. Uniqueness

Guelph argues that although course offerings within the proposed program are similar to those found elsewhere, the program has a distinctive orientation due to the unique opportunities for applied research provided by the University's strengths in the biological and physical sciences and its special responsibilities in the agricultural and veterinary sciences. Since the program requires students to apply computer technology to problems outside the traditional computing arena, Guelph maintains that the program will be distinct from those at other institutions. The following are examples of theses which graduate students in the Department of Computing and Information Science are currently engaged in:

- Knowledge Acquisition for an Expert System in Veterinary Medicine;
- Statistical Reasoning in a Veterinary Diagnostic System;
- An A.I. Approach to Deciphering Dolphin Communication;
- Multi-plume Modelling of Coastal Regions of Lakes; and
- Navigation Problems in Hypertext.

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6. Letter from Dr. D.G. Corneil, Chairman, Department of Computer Science, University of Toronto, to the Ontario Council on University Affairs, December 8, 1987.

7. Letter from Dr. J.C. Beatty, Associate Chairman, Graduate Studies, Department of Computer Science, University of Waterloo, to the Ontario Council on University Affairs, December 4, 1987, p. 2.

8. University of Guelph, op. cit., p. 6.

9. Ibid., p. 7.

The University indicates faculty research also reflects the unique emphasis which applied computer science takes at Guelph. Two Computing and Information Science faculty members were recently involved in a database project for the genetic improvement of livestock, and four faculty are presently engaged in a collaborative research project with the Ontario Veterinary College to develop an expert diagnostic system for animal diseases.[10]

Given the particularly unique opportunities for applied research at the University of Guelph, the problem-oriented focus of the proposed program, and the evidence of strong student demand, the Committee is satisfied that some duplication of existing programs is justifiable.

4. Aims, Objectives and Existing Strengths

The Committee notes that the thrust of the MSc program corresponds to the general aims and objectives of the University of Guelph as stated in the document "Towards 2000: The Aims and Objectives of the University of Guelph" with respect to applied research and interdisciplinary research projects. Guelph also has specific goals for information technology planning. The proposed MSc program in applied computer science will be a significant factor in the achievement of these goals.

The University of Guelph provides many unique research fields in which to conduct applied computer science research, particularly veterinary medicine and agriculture. Other disciplines such as hotel and food administration, consumer studies, toxicology, land resource science, landscape architecture and the biological sciences have a unique emphasis at Guelph.

Departmental research includes human-computer interaction, prototyping tools, system specification, visual programming, hardware design languages, VLSI design, local area network protocols, distributed and statistical databases, office systems, pattern recognition, simulation of aquatic systems and applied artificial intelligence.[11]

Guelph has a strong undergraduate program in Computer Science, which recently became the twelfth Canadian university department to be accredited by the Canadian Information Processing Society. The University has databases, information systems and several hundred computers on campus. The Ontario Veterinary College has a large medical information system and the Ontario Agricultural College has an IBM-4341 system which supports a database system for the genetic improvement of livestock.

The MSc program in Applied Computer Science is included in the University's five-year plan.

The Committee is satisfied that the proposed program is consistent with the aims, objectives and existing strengths of the University of Guelph.

5. Funding

The Committee, therefore, recommends to Council that:

enrolment in the Master of Science program in Applied Computer Science at the University of Guelph be recommended by Council for funding eligibility.

Academic Advisory Committee
December 14, 1987

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10. Letter from the University of Guelph to the Ontario Council on University Affairs, November 17, 1987, Attachment, p. 1.

11. University of Guelph, op. cit., p. 3.

Appendix C

Master of Health Science in Clinical Biochemistry (MHSc), University of Toronto New Graduate Program Considered for Funding Eligibility

On June 15, 1987, the University of Toronto requested that Council consider its new Master of Health Science program in Clinical Biochemistry for funding eligibility. Council, according to established procedures, circulated this program to the Ministry of Health for comment. The proposed program and external comment were referred to Council's Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program has passed a rigorous academic appraisal (March 20, 1987) and, at the time of appraisal was not found to require improvement.

2. Need

The objective of the MHSc program is to "make available appropriate University level education to technologists in preparation for accepting senior and supervisory roles in community focused laboratories".[1] Candidates for the proposed program are required to hold a four-year BSc degree with a minimum of a mid-B average or to have a three-year BSc degree with a mid-B average and the Registered Technician qualification with a final grade average of 75% or better.[2] The program is two full years in duration and includes courses in biochemistry, clinical chemistry, computer science, statistics, pharmacology, microbiology, zoology and pathology. In addition, an "Investigative Report" based-on six months of supervised research is required.

The University of Toronto notes that the significant expansion in the number, complexity and cost of diagnostic services available to patients and physicians over the last thirty years has increased the demands made on all aspects of laboratory medicine, but has been most pronounced in the field of clinical biochemistry. The University of Toronto argues that:

> The increased complexity of Clinical Biochemistry services has imposed the need for a more sophisticated laboratory personnel structure, and higher educational attainment at each level of the hierarchy.[3]

In addition to providing registered medical laboratory technologists with the opportunity to enhance their current knowledge and skills, graduates will obtain the expertise required to fill supervisory roles in the area of clinical chemistry at community hospitals. The proposed program was specifically designed to provide students with the level of expertise in clinical

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1. University of Toronto, Request for Formula Funding for the Master of Health Science Program in Clinical Biochemistry at the University of Toronto, June 15, 1987, p. 1.

2. University of Toronto, Additional Information Regarding the MHSc Clinical Biochemistry Proposal, November 18, 1987, Appendix I, p. 1.

3. University of Toronto, Request for Formula Funding for the Master of Health Science Program in Clinical Biochemistry at the University of Toronto, June 15, 1987, p. 1.

biochemistry required by laboratories which cannot support both a Medical Biochemist and Certified Clinical Chemist in scope of work, research opportunities or financial commitment.[4]

The 1982 Report of the Task Force on Laboratory Services conducted by the Ontario Council of Health documents the lack of academic programs for laboratory technologists, particularly at the graduate level, and recommended that clinical departments within Ontario faculties of medicine develop MSc programs for R.T. graduates which respond to the needs of non-teaching laboratories supporting primary and secondary health care.[5]

The University of Toronto has designed its program in such a way that the proposed program fully meets the needs identified by the Task Force on Laboratory Services.[6]

The Task Force on Laboratory Services indicated that there will be a long term demand for technologists with superior qualifications given the limited number of such technologists and the projected rate of retirement of current Chief Technologists acting as Supervisors of laboratories with a significant clinical chemistry component.

The Committee has reviewed letters of support for the proposed program from the Canadian Society of Laboratory Technologists, the Toronto Institute of Medical Technology and the Ontario Society of Medical Technologists.

Referring to the Toronto Institute of Medical Technology's support for the program, the Ontario Ministry of Health believes that there is a "real need for a Master's program in Clinical Biochemistry."[7]

The Academic Advisory Committee was provided with evidence of significant student demand for this program. In addition to numerous telephone inquiries, the University of Toronto has received written requests for information or admission to the program from across Canada.

The University of Toronto expects to enrol a maximum of four students in the first year of the program. Projected steady-state enrolment for the program after five years is estimated at a maximum of eight students per year of the program.[8]

The Committee is satisfied that there is both a societal need and student demand for this program.

3. Uniqueness

The proposed program would be unique in Ontario.

4. Aims, Objectives and Existing Strengths

The proposed program is consistent with the University of Toronto's existing strengths in the life sciences field. Toronto offers a wide range of graduate programs to the doctoral level, including Clinical Biochemistry, Medicine, Pathology, and Community Health.

The program is included in the University of Toronto's five-year

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4. Ibid., p. 1.

5. University of Toronto, Additional Information Regarding the MHSc Clinical Biochemistry Proposal, November 18, 1987, Appendix III, p. 15, Excerpts from: Report of the Task Force on Laboratory Services, Ontario Council of Health 1982, p. 233.

6. University of Toronto, November 18, 1987, op cit., p. 2.

7. Memorandum from the Ministry of Health to the Ministry of Colleges and Universities, November 17, 1987.

8. University of Toronto, November 18, 1987, op. cit., p. 1.

graduate plan.

The Committee believes that the proposed MHSc in Clinical Biochemistry is consistent with the aims, objectives and existing strengths of the University of Toronto.

5. Funding

The Committee, therefore, recommends to Council that:

enrolment in the Master of Health Science program in Clinical Biochemistry at the University of Toronto be recommended by Council for funding eligibility.

Academic Advisory Committee
December 14, 1987

Appendix D

Doctor of Philosophy in Industrial Relations (PhD), University of Toronto New Graduate Program Considered for Funding Eligibility

On June 15, 1987, the University of Toronto requested that Council consider its new Doctor of Philosophy program in Industrial Relations for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal (November 22, 1985). However, the program was approved to commence with the understanding that the University of Toronto would submit a report by December 1, 1987 to address concerns of the Appraisal Committee. These concerns were with respect to the alleviation of overcrowding and the appointment of a faculty member with an academic background in industrial relations.[1]

Upon consulting OCGS regarding the status of the requirement set out above, the Committee was informed that the report requested had been postponed since the program was due for a periodic appraisal in 1988-89.

The first criterion for new graduate programs, established by OCUA, requires the Academic Advisory Committee to verify that each new program has passed a rigorous academic appraisal, as certified by the Council of Ontario Universities, and at the time of appraisal was not found to require improvement.[2]

Since the concerns raised by the appraisals process are related to the quality of the program, in the opinion of the Academic Advisory Committee, it has not been demonstrated that the proposed program in Industrial Relations at the University of Toronto has met OCUA's quality criterion. The Academic Advisory Committee, therefore, recommends to Council that:

> enrolment in the Doctor of Philosophy program in Industrial Relations at the University of Toronto not be recommended by Council for funding eligibility.

Academic Advisory Committee
January 27, 1988

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1. University of Toronto, Request for Formula Funding for the Doctoral Program in Industrial Relations at the University of Toronto, June 15, 1987, p. 2.

2. Ontario Council on University Affairs, Tenth Annual Report, 1983-1984, Advisory Memorandum 83-VIII, Ministry of Colleges and Universities, March, 1984, p. 72.

Appendix E

Methodologies for the Study of Western History and Culture (MA), Trent University New Graduate Program Considered for Funding Eligibility

On July 14, 1987, Trent University requested that Council consider its new Master of Arts program in Methodologies for the Study of Western History and Culture for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committees' findings with respect to the application of Council's criteria for funding eligibility are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal on September 19, 1986 and, at the time of appraisal, was not found to require improvement.

2. Need

The Master of Arts in Methodologies for the Study of Western History and Culture is an interdisciplinary program which places emphasis on the structure of modern knowledge. The University's approach to the program involves an examination of "the background of understanding", the "reinterpretation of previous perspectives", and, via a seminar course, "bringing together...the understanding of the present via the past, and the continual reconstruction of the past via the methods and insights of the present".[1]

In addition to the seminar, at least one more course and a thesis are required. Depending on the student's area of emphasis, a language requirement may be added. Trent indicates that all students and faculty involved in the program will participate in the central seminar

> ...where contemporary explorations and techniques (e.g. hermeneutics, contemporary notions of "literacy", method in the social sciences, the techniques of deconstruction, etc.) will be both described and applied in an interdisciplinary workshop and forum.[2]

To acquire the necessary breadth, Trent encourages students to take one course at another university within easy commuting distance of Peterborough.

Trent argues that there is a need for universities to provide opportunities for students to be trained in interdisciplinary thinking. Trent states:

> ...at a time of disciplinary fragmentation, coupled with informational overload, it seems requisite to break through the isolation and the overwhelming glut of unmanageable data by adopting strategies for pattern recognition...
>
> Our program explicitly takes on the task of analyzing the patterns

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1. Trent University, Application to the Ontario Council on University Affairs for Funding of M.A. Programme Methodologies for the Study of Western History and Culture, July 1987, p. 2.

2. Ibid.

> of information processing applied by the regular disciplines, and of evaluating the assumptions on which they are based...
>
> The matrix of understanding produced by this interplay provides contemporary tools for pattern recognition which thinkers have urged as the only way of coping with contemporary informational overload, disciplinary narrowness, and the solving of modern problems which resist single disciplinary solution.[3]

Letters of support for such training was provided from individuals in the cultural industries, newspapers and other forms of media, art administrators, state agencies and institutions of higher education.

The Committee reviewed these comments very carefully. One proponent of the new program indicated:

> This should help produce graduate students who can work with ideas and can think originally about history and society. It should produce people who can bring intellectual energy to bear on the problems their institutions face.
>
> It seems to me that such people are badly needed today and may be even more badly needed in the future. Some will eventually find places in universities, but I believe the majority will be useful in government, business, and the mass media. They will be equipped, for the rest of their lives, with the means to investigate and weigh the ideas beneath their work.[4]

Another wrote:

> Its societal need is as clear today as it was at the turn of the century when the University of Chicago introduced its first interdisciplinary social sciences program.... The motivation was and is compelling, namely, that human and social problems are not bounded by disciplines. Economic problems, for example, are political and in our vast varied country, the latter are social, psychological and geographic... [yet] the important societal need for people trained to think across disciplines simply goes unsatisfied. We send economists or political scientists to Ottawa or Queen's Park and then wonder why they come up with policies and programmes that are so narrowly conceived that they don't work.[5]

After reviewing these and other letters, the Committee acknowledged that there was some support for this program because it was expected to

- "produce graduates who can work with ideas and can think originally about society";
- address questions such as "why do we think what we think?; Why do we

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3. Trent University, Response to the Academic Advisory Committee of OCUA's request for Additional Information re: Trent's proposed "Methodologies" Program, December 10, 1987, pp. 1-2.

4. Letter from Mr. Robert Fulford, Saturday Night, to Dr. John Fekete, Trent University, February 10, 1987, pp. 1-2.

5. Letter from Mr. Alex Michalos, Social Indicators Research, to Dr. Robert Carter, Trent University, March 9, 1987, pp. 1-2.

think the way we think?; On what evidence do we rest our beliefs?"[6]
- meet a "need for people trained to think across disciplines";[7]
- meet a "need for a program committed to the teaching of sound methodology and rigorous analysis and self-criticism";[8] and
- provide graduates "whose knowledge and skills enable them to grasp the relations between dissimilar circumstances and situations and to weigh alternative approaches to problems".[9]

However, these societal needs could also be met by graduates of numerous programs already in existence, particularly in the disciplines of history and philosophy.

The Committee does not consider, therefore, that the University has provided sufficient evidence that graduates of this program will meet a societal need which is unique, and which is not being met by graduates of existing programs.

In the opinion of the Academic Advisory Committee, the program does not meet all of Council's funding criteria for new graduate programs. The Committee, therefore, recommends to Council that:

> enrolment in the Master of Arts program in Methodologies for the Study of Western History and Culture not be recommended by Council for funding eligibility.

Academic Advisory Committee
December 18, 1987

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6. Letter from Mr. Robert Fulford, Saturday Night, to Trent University, February 10, 1987, p. 1.

7. Letter from Mr. Alex C. Michalos, Social Indicators Research, to Trent University, March 9, 1987, p. 1.

8. Letter from Dr. T.M. Robinson, University of Toronto to Trent University, January 29, 1987.

9. Letter from Mr. Geoffrey Pearson, Executive Director, Canadian Institute for International Peace and Security, to Trent University, April 21, 1987.

Appendix F

Graduate Diploma in Spanish Translation, University of Ottawa New Graduate Program Considered for Funding Eligibility

On July 16, 1987, the University of Ottawa requested that Council consider its new Graduate Diploma in Spanish Translation for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal on September 20, 1985 and, at the time of appraisal, did not require any improvement.

2. Need

The Graduate Diploma program in Spanish Translation at the University of Ottawa is a professionally-oriented program which trains specialists in Spanish translation. The program aims to produce translators proficient in three languages: Spanish, English and French. The University requires that applicants hold either an Honours BA in Translation, with the equivalent of third-year level Spanish; an Honours BA in Spanish; or a BA, Spanish major or concentration and a B+ average on the entrance exam. All applicants are required to pass a written entrance examination in Spanish, English and French.

Information provided by the University of Ottawa suggests that a need for Spanish translation skills exists in three spheres: the Canadian private and public sectors, international organizations, and Latin American countries.

Increasing private and public sector contacts with Latin American countries have increased the need for Spanish translators in Canada. Comments provided by the University of Ottawa from the Translation Department of the Export Development Corporation (EDC) underline the fact that there is currently a dearth of Spanish translators at a time of increasing demand:

> Since EDC has business dealings with many Spanish-speaking countries, translations from Spanish to English, and to a lesser extent from English to Spanish, represent a substantial part of the Translation Department's workload.
>
> At present there are few qualified translators working from Spanish to English and French and vice versa, although there are many organizations with an ongoing need for them. It is essential that competent professionals be trained to do this work.[1]

The development of a Spanish Translation Diploma at the University of Ottawa would also help to meet the growing demand for English/French

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1. University of Ottawa, Request for Funding, Graduate Diploma Programme in Spanish Translation, University of Ottawa, July 16, 1987, attached letter from Mr. Michel Limbos, Manager, Translation Department, Export Development Corporation to Mrs. Roda Roberts, Director, School of Translators and Interpreters, University of Ottawa, July 14, 1987.

translators who are capable of handling Spanish translation when necessary.

Information provided by the University of Ottawa indicated that international organizations require all translators to have at least three working languages. Most often English, French and Spanish are the three languages required. Since existing Canadian translator training programs require graduates to have proficiency in only English and French, Canadian graduates have been ineligible for positions as translators in the international sphere. The proposed Diploma program in Spanish Translation would provide students with an opportunity to acquire the training necessary to obtain employment within the context of an international organization.

Recent Latin American symposiums on translation in Buenos Aires (1981) and Caracas (1984) identified the shortage of Spanish translators and high-quality translator training programs as a serious problem for Latin American countries, given their dependence on translation for their scientific, technical and economic development.[2]

Letters of support for this program substantiate the claim that a significant societal need, of national and international proportions, exists for a program of this type.

The University of Ottawa expects a strong student demand for this program because it is the only one of its kind in Canada. Since 1984, the School of Translators and Interpreters has received roughly thirty requests per year for information about the program. These requests have come from both Canadian students and from Spanish-speaking countries.

In 1986-87 there were four students registered in the program. For 1987-88 enrolment increased to nine students (four full-time and five part-time) and one student enrolled in a special qualifying program.[3]

The University of Ottawa has indicated that it expects to achieve a steady-state enrolment of 18 to 20 students sometime after 1992-93 if enough courses involving different language combinations are offered each year to allow Francophones, Anglophones and Hispanophones to register full-time in the program.[4]

The Academic Advisory Committee is satisfied that there is both a societal need and student demand for this Spanish Translation program.

3. Uniqueness

The Graduate Diploma in Spanish Translation is unique in Ontario and will be the first trilingual translation program in Canada.

The Committee is satisfied that this program meets Council's uniqueness criterion.

4. Aims, Objectives and Existing Strengths

The proposed program is consistent with the University of Ottawa's specialization in the fields of language, translation and linguistics. The University has one of the largest MA Spanish programs in the Province and a well-established School of Translators and Interpreters. In addition to the Graduate Diploma in Spanish Translation, the School of Translators and Interpreters offers an MA in translation and graduate diplomas in Interpreting and Legal Translation.

The University of Ottawa is an appropriate location for a Spanish

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2. Ibid., p. 1.

3. Letter from the University of Ottawa to the Ontario Council on University Affairs, September 22, 1987. p.2.

4. Ibid.

Translation program since there will be a strong local demand for graduates particularly from the Translation Bureau of the Secretary of State, and embassies representing Spanish-speaking countries from around the world.

The program is included in the University's five-year graduate plan and is consistent with the aims, objectives and existing strengths of the University of Ottawa.

5. Funding

The Committee, therefore, recommends to Council that:

enrolment in the Graduate Diploma in Spanish Translation at the University of Ottawa be recommended by Council for funding eligibility.

Academic Advisory Committee
October 2, 1987

Appendix G

Masters of Studies in Law (MSL), University of Toronto New Graduate Program Considered for Funding Eligibility

On June 15, 1987, the University of Toronto requested that Council consider its new Master of Studies in Law program for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program has passed a rigorous academic appraisal (July 16, 1987) and at the time of appraisal did not require any improvement. The Committee, however, notes that the approval included a request for a report on the program to be submitted by January 31, 1990 which would indicate:

> the number of applications received, the number of admissions and number of graduates
>
> and
>
> a list of all students admitted to the programme showing their educational background and academic experience, the courses taken and level of performance achieved, the research projects undertaken and research papers written and the composition of the Committee established to evaluate the research projects and papers.[1]

2. Need

The Master of Studies in Law program at the University of Toronto is a one-year program designed for individuals who wish to obtain greater familiarity with the law as an academic discipline but whose primary training and career ambitions are in a subject other than law. The program does not lead to professional accreditation as a practicing lawyer.[2]

The degree was designed primarily for those with career interests in academic work. It could, however, also accommodate individuals working in applied policy contexts.[3] The University indicates that candidates are expected, although not absolutely required, to have a PhD in a discipline other than law. Students will be expected to engage in inter or multi-disciplinary study. Courses will be drawn from the existing LLB curriculum. No thesis is required.

The University of Toronto argues that the professionalization of the teaching of law has severely limited the availability of legal studies for persons not committed to the full three-year LLB program.[4] Toronto

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1. University of Toronto, Request for Formula Funding for the Master of Studies in Law Program at the University of Toronto, June 15, 1987, p. 3.

2. Ibid., p. 1.

3. Ibid.

4. Ibid., p. 4.

indicates that while it is possible for graduate students enrolled in other programs to take individual courses in law faculties, there is no opportunity for the systematic study of law outside the LLB programs in Ontario or Canada with the exception of a certificate program at York University.[5]

Toronto maintains that:

> This lack of accessibility has made it difficult for scholars from disciplines other than law to develop a sophisticated appreciation of legal analysis, reasoning and research. There are, of course, a number of scholars across Canada undertaking research and writing in fields interacting with law who have been able to develop their skills without the assistance of formal training. However, it seems reasonable to assume that the potential for high quality interdisciplinary work could be enhanced if a formal training programme were available.[6]

The MSL program was reviewed by the Law Society of Upper Canada, which indicated that it met a societal need for "scholars in related disciplines to acquire a knowledge of the law and its relationship to other disciplines."[7]

The University of Toronto has imposed a maximum enrolment level of five students per year on the MSL program. Over the past two years the University has received approximately 10 inquiries about the program and 4 applications.[8] In 1986-87, the first year of the program, two students were enrolled. One student completed the degree, and one withdrew from the program "having found the requirements too demanding".[9]

In 1987-88, the second year of the program, there were no enrolments. The University of Toronto indicated:

> At this point we are not in a position to predict enrollment for years 3, 4 and 5 with any degree of reliability. However, we anticipate enrolment is likely to fluctuate between 0 and 3 students enrolled each year.[10]

For 1988-89, the University of Toronto stated:

> We anticipate that 1 or 2 students will be enrolled for the 1988/89 academic year. To-date we have already received one serious application.[11]

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5. Ibid.

6. Ibid.

7. Letter from Mr. George M. Thomson, Director of Legal Education, The Law Society of Upper Canada, to Dr. R. Sheinin, Vice-Dean, School of Graduate Studies, University of Toronto, November 10, 1987.

8. Letter from the University of Toronto to the Ontario Council on University Affairs, November 18, 1987, p. 2.

9. Ibid., p. 1.

10. Ibid., pp. 1-2.

11. Letter from the University of Toronto to the Ontario Council on University Affairs, January 18, 1988, p. 1.

Although the Academic Advisory Committee acknowledges that the University of Toronto has provided evidence of a societal need for this program, the Committee is not convinced that given the low enrolment level in 1986-87, the lack of enrolment in 1987-88, and evidence of limited demand for the program in 1988-89, that sufficient student demand exists for the MSL program.

Since, in the opinion of the Academic Advisory Committee, the proposed program does not meet all of Council's funding criteria for new graduate programs, the Committee recommends to Council that:

> enrolment in the Master of Studies in Law program at the University of Toronto not be recommended by Council for funding eligibility.

Academic Advisory Council
January 29, 1988

Appendix H

Teaching (MA[T] and MSc[T]), McMaster University New Graduate Program Considered for Funding Eligibility

On May 27, 1987, McMaster University requested that Council consider its Master of Arts and Master of Science programs in Teaching for funding eligibility. Council, according to established procedures, referred these programs to its Academic Advisory Committee (AAC). The MA(T) and MSc(T) programs were previously reviewed by the Academic Advisory Committee in 1981. At that time the Committee deemed that the programs did not fully meet Council's funding criteria. The Ontario Council on University Affairs and the Minister concurred with the advice of AAC and the programs were deemed ineligible for formula support.

In May of 1987, the Chairman of OCUA was approached by McMaster University, which indicated to Council that it wished to resubmit the MA(T) - MSc(T) programs because there was new information about the programs to be considered. The Chairman of OCUA agreed to forward this new information to AAC for review. The Academic Advisory Committee felt that there indeed were new factors to be considered, and the program was considered de novo.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal on September 9, 1986, and, at the time of appraisal, did not require any improvements.

2. Need

The Master of Arts and Master of Science programs in Teaching at McMaster University were established in 1977 and have enrolled students since 1979.

Distinct from the traditional Master of Education programs, the MA(T) - MSc(T) programs are designed for qualified elementary and secondary school teachers who wish to pursue advanced, graduate-level work in their areas of teaching specialization or academic background in combination with the study of education as a discipline. The program is interdepartmental and is available in most teaching subjects.[1]

The program consists of four full graduate courses split evenly between education-oriented and subject-oriented courses, and a project consisting of written work on some aspect of a subject, on the teaching of a subject, or, the design of a curriculum package.

Program applicants require an honours BA or BSc degree or equivalent with a B standing in any subject, plus a minimum of one year of teaching experience.

McMaster indicates that the MA(T) - MSc(T) program

> ...provides teachers with the opportunity to extend and deepen their knowledge of what they teach at the same time that they engage in systematic study of how and why they teach.[2]

The University projects that the need for the program will increase as a

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1. McMaster University, Funding Request for the M.A.(T) - M.Sc.(T) Programme at McMaster University, May 27, 1987, p. 1.

2. Ibid., p. 2.

result of the introduction of the Ontario Academic Courses and efforts to make curriculum review an on-going process in Ontario. On this latter issue, McMaster notes:

> It is already recognized that this major effort will require that many teachers seek to update and improve their knowledge of the subjects which they teach. This is especially true of older teachers and of those involved in rapidly changing fields of knowledge such as science and technology. There is also a need for the University to provide continuing education for the younger generation of teachers, who will be replacing the growing number who are scheduled to retire in the coming decade.[3]

The need for programs which address the academic development of teachers at various points in their careers was also noted in the recent position paper Teacher Education in Ontario: Current Practice and Options for the Future, by Drs. M. Fullan and F.M. Connelly. This report states:

> ...teacher education to be most effective, has to be seen and valued as a university-wide, not just faculty of education, responsibility...
>
> [and that] the models for the future must engage other university departments (Mathematics, Science, Fine Arts, Computers, etc.) especially in the education and service programs.[4]

The Council of Ontario Universities endorsed this approach to teacher education and volunteered to

> commit ourselves as universities to provide new in-service programmes designed specifically to enable teachers to keep up-to-date in their fields of teaching and also improve their ability to communicate. In other words, we support the principle behind many MA(T) programmes.[5]

In terms of specific, discipline-based study, this program offers a learning opportunity which traditional Master of Education programs do not.

McMaster maintains that with negligible advertising, the strong student demand for the program since its inception is a clear indication of the need teachers have for an opportunity to enhance their knowledge and skills. The program has enrolled an average of 40 students per year since 1979. Records indicate that enrolment since 1984 has averaged 43 students per year. Ninety-five per cent of the students enrolled in these programs study on a part-time basis.[6]

McMaster University clearly dominates the other MA(T) - MSc(T)

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3. Ibid., pp. 2-3.

4. Dr. M. Fullan et al., Teacher Education in Ontario: Current Practice and Options for the Future, Position Paper., Ministry of Colleges and Universities, January 1987, p. 33, quoted in McMaster University, A Revised Proposal for the M.A.(T)/M.Sc.(T) Programme at McMaster University; A Request for Formula Funding Support, December 7, 1987, p. 2.

5. COU Circuletter, #4031, May 1987, p. 15, quoted in McMaster University, op. cit..

6. McMaster University, Funding Request for the M.A.(T) - M.Sc.(T) Programme at McMaster University, May 27, 1987, "Appendix: Enrolment Data", p. 1.

programs in Ontario, at the University of Toronto and Western, in terms of enrolment. According to the 1986 Macro-Indicator Data, McMaster had 41 part-time students enrolled, 8 of which were new admissions, while the University of Toronto had 10 part-time students enrolled including 2 new admissions, and Western had 4 part-time students with no new enrolment. For 1986, McMaster enrolled 74.5% of all graduate students in Teaching programs and recorded 80% of all new admissions in these programs in Ontario.

The University projects that demand from teachers, particularly those in the health science field and the Colleges of Applied Arts and Technology, will continue to grow since the program is not otherwise available locally.

McMaster argues that evidence of student demand and societal need for the program is further illustrated by the large number of Ontario teachers (244 in 1985) enrolled in the Master of Arts and Master of Science in Education degree programs offered in Ontario by Niagara University of New York State at seven sites in Ontario through a ministerial consent. Six of these sites (Burlington, Hamilton, Kitchener, Mississauga, Oakville and Brampton) are within one hour's drive of the McMaster campus

After consideration of the above information, the Committee is satisfied that there is substantial evidence of a continuing societal need and student demand for this program.

3. Uniqueness

Teaching programs at the graduate level are offered at the University of Western Ontario (MA[T]) and the University of Toronto (MA[T] and MSc[T]). In many ways these programs are similar to the McMaster programs. However, neither offers students the opportunity to study in as wide a range of subject disciplines in combination with the advanced study of education.

Given the demonstrable quality of the program, the extent of the growing societal need for it, and the continuing regional demand, the Committee believes that some degree of duplication of the teaching programs at the Universities of Western Ontario and Toronto is justifiable.

4. Aims, Objectives, and Existing Strengths

McMaster University offers a wide range of high quality graduate teaching and research programs in the Arts, Health Sciences, Sciences, Engineering and Business. The MA(T) - MSc(T) programs have been in place since 1977 and have been operated for almost ten years without external funding. During this decade, a faculty appointment was made specifically to the program and the University has provided faculty release time, support staff, library facilities, physical space and an operating budget for the Teaching program. As a result of the University's support for this program, the program received an "a" classification during the most recent OCGS appraisal. The Committee is convinced that McMaster University has made a serious and long-term commitment to the viability and quality of this program.

McMaster University indicates that it has developed a variety of strengths in the field of education, despite the fact that it does not have a Faculty of Education. Members of the McMaster faculty have won national and international awards as educators including the Manufacturing Chemists Association Medal for outstanding contributions to science education (1977) and the Teaching Fellowship awarded by the Society for Teaching and Learning in Higher Education and 3M Canada Inc.(1986). The University has appointed a faculty member whose academic training and professional experience is formally in education and is active in the Canadian Association for Curriculum Studies. Moreover, McMaster now involves faculty from the Ontario Institute for Studies in Education and the University

of Waterloo in the teaching of the program and intends:

> ...to build on this development and to involve other specialists from neighboring institutions in the Programme once it is funded.[7]

In addition, McMaster has developed specialist groupings of discipline faculty members in order to respond to the new needs associated with curriculum changes in Ontario. New educational offerings include courses on Critical Thinking, Problem-Solving and the Use of Computers in Education. Many projects are directed toward new Ministry of Education guidelines requiring independent study components. To develop responses to changing educational requirements, McMaster's discipline-based faculty work closely with educational specialists in the University-wide Instructional Development Centre and the Programme for Educational Development in the Faculty of Health Sciences. McMaster also supports a University-wide Teaching and Learning Committee which funds teaching innovations and curriculum development.

Liaison committees of university faculty and local teachers, which developed out of a joint professional development day held in 1985 by the University with five local boards of Education and Mohawk College, are active in the fields of English, Mathematics and Geography.

In the opinion of the Committee, McMaster University has developed, and is continuing to develop strength in the field of education appropriate to the requirements of a graduate program in Teaching.

The Committee is satisfied that the MA(T) and MSc(T) programs are consistent with the aims, objectives and existing strengths of McMaster University.

5. Funding

The Committee, therefore, recommends to Council that:

> enrolment in the Master of Arts and Master of Science program in Teaching at McMaster University be recommended by Council for funding eligibility.

Academic Advisory Committee
December 14, 1987

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7. McMaster University, A Revised Proposal for the M.S.(T)/M.Sc.(T) Programme at McMaster University; A Request for Formula Funding Support, December 7, 1987, p. 6.

87-XV Research Overheads/Infrastructure Funding Envelope Allocative Mechanism

In Advisory Memorandum 86-VII, Council recommended that a separate envelope be established for the funding of research infrastructure and overhead costs, and that, for the year 1987-88, the fund be allocated on the basis of each institution's proportionate share of the total of peer-reviewed research funding awarded by the three Federal Government granting agencies (Medical Research Council (MRC), Natural Sciences and Engineering Research Council (NSERC), and the Social Sciences and Humanities Research Council (SSHRC)) for the years 1983-84, 1984-85, and 1985-86. It was also recommended that:

> ... Council review the allocation in the upcoming year before recommending a permanent allocative mechanism for this envelope.[1]

These recommendations were accepted by the Minister.

In this memorandum Council reviews the mechanism employed to allocate funding from the research overheads/infrastructure envelope, and makes recommendations on the allocation of this envelope for 1988-89 and beyond.

Review of the Allocative Mechanism

As a first step in addressing this issue, Council asked universities to discuss the following questions during the 1987 Spring hearings with Council:

a) Should other sources of research funding be included in the calculation of grant share? If so, should these sources be restricted to peer-adjudicated funding?

b) By allocating research overheads/infrastructure funding in 1987-88 in proportion to each institution's direct funding from the federal granting agencies, Council does not adjust for any differences in overhead costs per dollar of direct funding which may be found among the various types of research undertaken by each university. Should the various sources of research recommended by Council, or listed by your institution, be given an equal weight for the overhead costs incurred, or, should the funding of overhead costs recognize that for certain types of sponsored research indirect costs equal a higher proportion of direct costs than for other research?

c) What is the most appropriate formulaic allocative mechanism to reflect the overhead/infrastructure costs identified?

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1. Ontario Council on University Affairs, Thirteenth Annual Report, 1986-87, p. 180.

d) Should the mechanism that is chosen adjust institutional shares for this funding envelope on an annual basis? Does the proportion of sponsored research undertaken each year by institutions vary significantly enough to require annual adjustments? Alternatively, given the possible amount and varied sources of data which must be collected, should institutional shares be adjusted on a triennial or quinquennial basis?[2]

The universities provided Council with several interesting and varied responses to these questions. Three institutions suggested that all research funding, including non-peer-adjudicated grants and contract research, should be included. Five institutions suggested that funds should be allocated on the basis of the three Federal granting councils. The remaining institutions which indicated a preference suggested that all peer-adjudicated research grants receiving no overhead funding be included.

In October 1987, after reviewing the comments made in the hearings and the institutional submissions presented to Council on this matter, the Funding Committee, on behalf of Council, reaffirmed three points made in Advisory Memorandum 86-VII:

1. The research overheads/infrastructure envelope is intended to supplement research infrastructure funding provided through formula grants and provide partial support of the overhead costs of existing sponsored research activity.
2. This envelope should be allocated on the basis of peer-adjudicated research which does not have overhead funding attached to it. Contract research should not be included. Institutions should be expected to negotiate overhead coverage before taking on contract research. If institutions do not demand adequate overhead coverage for contract research, they should not expect to use operating grants to cover the university's costs.
3. The research overheads/infrastructure envelope should not be used as "seed" money to support new research initiatives or to provide a minimum of research grants at smaller institutions since the fund was not created to serve these purposes, but rather to address inadequacies in support for the indirect or overhead costs of existing research.

Council also concluded that in using the fund to support research overhead costs, it was not practical and would be too difficult to make allowances for any differences in overhead costs per dollar of direct funding that arose from variations in the kinds of research undertaken at universities. There was insufficient evidence about differential costs to justify making distinctions. Council also decided that the allocative mechanism for the envelope should be dynamic and reflect changes in the value of research grants awarded to each institution over time. An annual calculation based on a three-year moving average of research grants was seen as an appropriate method of achieving this objective. A mechanism of this sort requires the collection of information annually, and means that information should be relatively easy to obtain, that it should be consistent, and Council should have confidence in its validity.

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2. Letter from Mrs. Marnie Paikin to the executive heads of provincially funded universities, March 10, 1987.

Council then requested that each institution submit a list of organizations which sponsored peer-adjudicated research during the years 1984-85, 1985-86, and 1986-87, and the dollar amount of sponsored research funded by each organization during that period. (See Appendix A for a summary of this information.) Council also indicated that it was considering in its final listing only those granting agencies which provide, on a province-wide basis, sufficient research funding to have a significant impact on institutional shares of the funding envelope. It was felt that it was not practical or useful to include very small granting bodies in the determination of institutional shares of an envelope of this size.

The institutional submissions revealed some significant problems related to the gathering of this information. Several institutions were unable to identify and isolate those research-sponsoring organizations which used a peer-adjudicated process. Other institutions found it difficult to isolate peer-adjudicated research grants from research contracts where an organization sponsored both forms of research activity. Consequently, the information provided by the universities contained some research funds that were not awarded through peer-adjudicated processes and some that already included an overhead component. Other problems, such as the inability of one institution to provide more that one year of data within the time-frame of the review, raised further questions about the pertinence of the research data provided by institutions.

These findings confirmed Council's belief that it was not practical to attempt to identify the total value of peer-adjudicated research grants awarded to institutions. Therefore, Council does not recommend an allocative mechanism based on total peer-adjudicated research funding, or an allocative mechanism based on the actual or estimated overhead and infrastructure costs associated with total peer-adjudicated research funding.

Instead, Council reviewed the question of whether the present allocative mechanism, based on the grants awarded by the three Federal Government research councils, should be extended to include peer-adjudicated research grants awarded by other major research-sponsoring organizations. The information submitted by institutions was compiled in order to obtain a list of research-sponsoring organizations and the amount that each contributed to research activities. (See Appendix A.) While the validity of these data should be questioned for reasons that have already been discussed, they were thought to be reasonably indicative of the relative level of research funding sponsored by each organization.

In addition to the three Federal granting agencies, Council identified thirteen organizations which could be considered major sponsors because of their level of research-sponsorship indicated by the information submitted by institutions. These were: National Cancer Institute, Heart and Stroke Foundation of Ontario, Ministry of Health (Ontario), Health and Welfare Canada, National Institutes of Health (U.S.A.), Ministry of the Environment (Ontario), Physicians Services Foundation, Ontario Mental Health Foundation, Energy, Mines and Resources Canada, Environment Canada, Ministry of Natural Resources (Ontario), Canada Council, and the Arthritis Society.

Each of the thirteen major sponsoring agencies was asked to provide the Council with details of its peer-adjudicated research grants programs, the value of grants awarded to each institution in the years 1984-85, 1985-86, and 1986-87, and confirmation that its research grants did not include a provision for overhead funding. Unfortunately, despite repeated efforts during its review, Council was unable to obtain the necessary information

from the National Institutes of Health. Council eliminated a second sponsor, the Canada Council, from the review when it was found that the organization did not operate a peer-adjudicated research sponsorship program that excluded overhead funding. Council collected and reviewed information from the remaining eleven sponsors. A summary of the grants provided to each institution by the eleven sponsors, and the grants provided by the three Federal Government research councils, is included in Appendix B of this memorandum.

While each of the eleven sponsors operated some form of peer-adjudicated research grants program, there were certain impediments to extending the list of organizations beyond the three granting councils. One sponsoring agency was unable to compile and submit the information requested by Council and several others had difficulties. Four sponsors (Health and Welfare Canada's National Health Research and Development Program, the Ministry of Natural Resources, Environment Canada, and the Ministry of the Environment) could provide Council with accurate information on grants awarded for only two years. These problems raised concerns that, at least in the case of these sponsors, it would be difficult to obtain repeatedly in future complete and consistent data as part of a permanent allocative mechanism.

One fundamental difficulty is that there is a lack of consistency in grants records. Research sponsors have different methods of reporting grants. One sponsor, for example, reports the value of research awards approved in a specific year, while others report the sum which is budgeted for a project or the amount that is actually spent on a research project in a specific year. There are also differences in the calendar year on which the research grant information is based. These discrepancies make it doubtful that an accurate base figure for the allocation of funds can be created by using such information.

Many of the sponsors also have very specific and limited goals and objectives upon which their research programs are based. The Arthritis Society, for example, will fund only research projects that relate to rheumatic diseases. Council questions the inclusion of sponsoring agencies with such a narrow focus since the envelope is intended to reflect a broad spectrum of peer-adjudicated research. Including specialized agencies in the allocative mechanism would also raise the question of the appropriate mix of such agencies because there is a wide variety of peer-adjudicated, sponsored research activities in Ontario universities.

Having noted these problems, Council went on to assess the effects of limiting further the list of granting agencies. Comparing the grants made by smaller groupings of sponsors, Council was struck by the minor variations in the proportions received by institutions. A comparison of the shares of research funds provided to institutions by the three granting councils with the shares provided by the five largest sponsoring agencies and all fourteen sponsoring agencies (the three granting councils plus the eleven other agencies) revealed that the largest change in percentage share was 1.53%. Since the three granting councils accounted for 85% of the research sponsored by the fourteen sponsoring agencies, and since the five largest sponsoring agencies accounted for 92%, it was not surprising that there were only minor variations in the percentage shares. Council noted that eight of the fourteen agencies, and three of the top five, were primarily concerned with medical research. The Medical Research Council alone accounted for 35% of the funds provided by the three Federal councils. In view of all these considerations, including the practical

difficulties and the specific nature of many sponsoring agencies, Council concluded that it would not be advisable to expand the current allocative mechanism beyond the three Federal councils.

Summary and Recommendations

Council believes that the best method of allocating the research overheads/infrastructure envelope is the one already in use. Council does not wish to suggest that research funding from other major sponsors is less peer-adjudicated or is less appropriate within the context of university research activities, but given the practical difficulties and the question of the appropriate mix of organizations that should be included within the allocative mechanism, and noting the specialized nature of many major sponsors, Council recommends that the list should not be expanded beyond the three Federal granting councils.

Council is confident that the research grants awarded by these bodies are peer-adjudicated and do not include an overhead component. Council is also convinced that the grants awarded by the three Federal research councils represent a reasonable mix of research activities and that an allocative mechanism based on them is practical. Finally, Council believes that the process of using a three-year moving average of research council grants, calculated annually, is a dynamic mechanism reflecting change over time.

Accordingly, Council *recommends to the Minister:*

OCUA 87-78
ALLOCATIVE MECHANISM FOR THE RESEARCH OVERHEADS/INFRASTRUCTURE FUNDING ENVELOPE.

THAT the Research Overheads/Infra- structure Envelope be allocated on the basis of each institution's proportionate share of the total of peer-adjudicated research funding awarded to Ontario universities by the Medical Research Council, the Natural Sciences and Engineering Research Council, and the Social Sciences and Humanities Research Council, calculated annually using a three-year moving average, commencing in 1988-89 with the years 1984-85, 1985-86, and 1986-87 and advancing by one year each year thereafter.

Table 1 indicates the allocation of grants by institutions for the year 1988-89.

Council notes that the Federal government has recently announced its intention to increase the amount of funding available to the three granting councils. If this development occurs, Council may wish to consider recommending an increase in the amount of funds in the research overheads/infrastructure envelope to support the expansion in research activity.

Paul Fox,
Chairman

February 19, 1988

Table 1

Allocation of Research Overheads/Infrastructure Funding Envelope 1988-89

Institution	Average Total Research Grants From the Three Federal Research Councils [1]	1988-89 Research Overheads/ Infrastructure Allocation [2]
Brock	$ 808,100	$ 159,000
Carleton	4,954,065	975,000
Guelph	9,041,838	1,780,000
Lakehead	776,826	153,000
Laurentian	351,704	69,000
Algoma	1,898	0
Nipissing	0	0
Hearst	0	0
McMaster	15,589,934	3,069,000
Ottawa	7,852,506	1,546,000
Queen's	10,775,456	2,121,000
Toronto	46,797,707	9,213,000
Trent	569,202	112,000
Waterloo	13,266,249	2,612,000
Western	14,753,351	2,905,000
Wilfrid Laurier	237,170	47,000
Windsor	2,325,694	458,000
York	4,186,253	824,000
O.I.S.E.	418,177	82,000
Total	$ 132,706,130	$ 26,125,000

1. Calculated by finding the average of the total annual awards to each institution based on the years 1984-85, 1985-86, and 1986-87. Only peer-adjudicated research grants that did not include overhead funding were included. The three granting councils are MRC, NSERC, and SSHRC.

2. Calculated by determining each institution's proportionate share of the total of peer-adjudicated research funding awarded to Ontario universities by the three granting councils.

Appendix A

Average Annual Research Grants to Ontario Universities by Sponsoring Agency

For the Years 1984-85, 1985-86, and 1986-87

	Organization	Average Grants Per Year
1.	Natural Sci. and Eng. Reasearch Council	$81,099.408
2.	Medical Research Council	45,966,370
3.	National Cancer Institute	9,274,858
4.	Heart and Stroke Foundation of Ontario	7,973,574
5.	Ministry of Health	6,291,470
6.	Social Sciences and Hum. Research Council	5,640,354
7.	Health and Welfare	3,958,040
8.	National Institute of Health (U.S.A.)	3,639,523
9.	Ministry of the Environment	2,308,803
10.	Physicians' Services Foundation	1,531,978
11.	Ontario Mental Health Foundation	1,321,842
12.	Canadian Arthritis Society	1,101,582
13.	Ministry of Natural Resources	941,012
14.	Energy Mines and Resources	936,882
15.	Environment Canada	926,381
16.	Canada Council	871,275
17.	Ontario Cancer Treatment and Research	727,105
18.	Employment and Immigration	627,691
19.	Canadian Heart Foundation	606,880
20.	Canadian Diabetes Association	599,345
21.	Addiction Research Foundation	559,004
22.	Secretary of State	553,728
23.	Toronto Hospital for Sick Children	547,123
24.	Ministry of Colleges and Universities	542,195
25.	Ministry of Labour	516,293
26.	Muscular Dystrophy Association of Canada	503,894
27.	Institute of Particle Physics	461,974
28.	CIDA/ICDS	384,389
29.	Ministry of Community and Social Services	375,556
30.	Killam Program	371,165
31.	Canadian Forestry Service	356,667
32.	Agriculture Canada	350,251
33.	National Cancer Institute (U.S)	345,259
34.	International Energy Agency	343,626
35.	Multiple Sclerosis Society	340,573
36.	Kidney Foundation of Canada	324,882
37.	Donner Canadian Foundation	322,465
38.	Canadian Liver Foundation	308,791
39.	Law Foundation of Ontario	272,917
40.	Canadian Cystic Fibrosis Foundation	271,160
41.	IDRC	256,040
42.	World Wildlife Foundation	238,907

	Organization	Average Grants Per Year
43.	Ministry of Northern Development	$225,920
44.	R. Samual McLaughlin Foundation	219,833
45.	Juvenile Diabetes Foundation	215,218
46.	Gerontology Research Council of Ontario	208,853
47.	National Sanitarium Association	200,000
48.	Canadian Foundation of Ilietis & Colitis	181,936
49.	Ontario Lung Association	178,964
50.	Cancer Research Society	174,763
51.	Ford Foundation	150,631
52.	Retinitis Pigmentosa Foundation of Canada	143,034
53.	Canadian Association of Animal Breeders	140,446
54.	Canadian Red Cross Society	132,385
55.	Ontario Pork Producers	131,765
56.	Indian & Northern Affairs	123,809
57.	Canadian Veterinary Research Trust	106,619
58.	Canadian Geriatric Research Society	100,023
59.	Ministry of Transport and Communications	99,828
60.	Alfred P. Sloan Foundation (U.S.)	79,998
61.	Ontario Racing Commission	78,460
62.	J.P. Bickel Foundation	76,801
63.	Ontario Milk Marketing Board	76,147
64.	Kellogg Salada Canada Incorporated	73,078
65.	Human Nutrition Research of Ontario	68,139
66.	Industry, Trade and Technology	68,000
67.	Easter Seal Research	67,156
68.	Counselling Foundation of Canada	63,000
69.	Ontario Egg Producers	60,720
70.	Ontario Cattlemen's Association	60,628
71.	Canadian Institute for Advanced Research	58,363
72.	March of Dimes	55,433
73.	Institute for Computer Research (U.W.)	51,867
74.	External Affairs Department	51,028
75.	Wildlife Toxicology Fund	50,000
76.	U.S. Dept. of Health	48,737
77.	Japan Foundation	48,335
78.	Department of National Defence	48,000
79.	SSHRC General Research Grant	47,252
80.	Ministry of Energy	43,467
81	Semex Canada	43,173
82.	Geoscience Program	43,102
83.	Banting Research Foundation	41,287
84.	Ministry of Industry and Tourism	40,730
85.	Holstein-Friesan Association of Canada	39,133
86.	Society for Marine Mammology	38,134
87.	NNational Research Council	36,632
88.	Leukaemia Research Foundation	36,398
89.	Ontario Soya Bean Growers	35,404
90.	National Science Foundation	34,152

	Organization	Average Grants Per Year
91.	Fitness and Amateur Sport	$32,344
92	Imperial Oil Ltd.	30,777
93.	Ontario Bean Producers	30,205
94.	Population Council	29,264
95.	Canadian Optometric Education Fund	28,717
96.	Canada Packers	28,100
97.	Laidlaw Foundation	25,933
98.	Amyotrophic Lateral Sclerosis	25,884
99.	Fisheries and Oceans Canada	25,819
100.	Ontario Economic Council	25,533
101.	Muscular Dystrophy Association of Ontario	25,000
102.	Canadian Institute for Int'l Peace and Security	23,719
103.	Dalhousie Institute	23,517
104.	Heinz	22,622
105.	Labour Canada	22,567
106.	National Institute of Nutrition. (U.S.A.)	22,375
107.	American Paralysis Association	22,333
108.	Physiotherapy Foundation of Canada	22,235
109.	Ontario Thoracic Society	21,035
110.	Ontario Legal Aid Plan	20,378
111.	National Retinitis Pigmentosa	19,136
112.	Hannah Institute of History Medicine	17,849
113.	Muscular Dystrophy Association of America	17,667
114.	Alcoholism and Drug Addiction	17,086
115.	American Chemical Society	17,033
116.	Atkinson Charitable Foundation	16,738
117.	IDEA Corporation	16,667
118.	Foundation Western	14,550
119.	Con Smythe Research Foundation	13,511
120.	American Institute for Cancer Research	13,390
121.	James Picker Foundation	13,220
122.	Parkinson Foundation of Canada	13,000
123.	Asia Pacific Foundation of Canada	11,433
124.	Potash and Phosphate Institute	11,284
125.	Research Corporation - U.S.	11,069
126.	Ontario Vegetable Growers	9,574
127.	Canadian Lung Association	9,100
128.	E.P. Taylor Equine Research	8,826
129.	Cecil Delworth Foundation	8,554
130.	Statler Foundation	8,310
131.	Great Lakes Fishery Commission	8,297
132.	Alzheimer Society of Canada	7,650
133.	Ministry of Consumer and Commercial Relations	7,119
134.	Secretary of State (Multiculturalism)	7,067
135.	Ontario Lupus Association	6,958
136.	Canadian Sportsman's Fund	6,435
137.	Ontario-Quebec Exchange Program	6,067
138.	Canadian Fitness and Lifestyle Institute	5,732
139.	International Joint Commission	5,333

	Organization	Average Grants Per Year
140.	Rockefeller Foundation	$5,000
141.	Ontario Association of Animal Breeders	4,948
142.	Alcoholic Beverage Medical Research Foundation	4,767
143.	Canadian Commonwealth Scholarship	4,667
144.	W.T. Grant Foundation	4,412
145.	World Health Organization	4,329
146.	Department of Justice	4,233
147.	National Centre for Management R&D (USO)	4,167
148.	Canadian Institute for Th. Astrophysics	4,000
149.	Canadian National Sports Fund	4,000
150.	NATO	3,839
151.	Woods Hole Oceanographic	3,333
152.	Alberta Heritage Foundation	3,329
153.	Association of Canadian Univ./Northern Studies	3,000
154.	Ontario Deafness Research Foundation	2,679
155.	Canadian Law Information	2,667
156.	Weston Research Centre	2,578
157.	British Medical Research	2,400
158.	Gore and Storrie	2,383
159.	Max. Bell Foundation	2,333
160.	IEEE	2,100
161.	NHRDP	1,667
162.	Centre for Research Studies/Queens University	1,627
163.	Hatch Charitable Foundation	833
164.	Institute for International Studies	619
165.	Royal Canadian Geographic Society	583
166.	Canadian Association of Latin & American Studies	500
167.	Jet Propulsion Laboratory	317
168.	London Regional Cancer Centre	100

Note: Figures were obtained from university submissions, except for MRC, NSERC, and SSHRC, where information was obtained from each granting council. Research grant totals include non-per-adjudicated research grants, contract research grants, and grants which include overhead funding, in those cases where universities were unable to isolate specific peer-adjudicated research grants. University of Toronto figures do not include the years 1984-85 and 1985-86, and include only organizations sponsoring more than $100,000 in research. Univeristy of Ottawa figures include only those organizations sponsoring more than $50,000 in research.

Table 1

Average Annual Research Grants to Ontario Universities from Major Sponsoring Agencies

($)

University	NSERC	MRC	Heart and Stroke Found.	SSHRC	Health and Welfare Canada	National Cancer Institute	Ministry of Health (Ontario)	Ministry of the Environment (Ontario)	Physicians Services Inc.	Arthritis Society	Ontario Mental Health Found.	Ministry of Natural Resources	Energy, Mines and Resources	Environment Canada	TOTAL
Brock	727,207	0	0	80,893	674	31,230	0	90,000	0	0	0	3,750	1,017	0	934,771
Carleton	4,372,805	237,637	14,368	343,623	89,920	0	2,043	0	0	0	32,519	0	53,400	9,000	5,155,315
Guelph	8,397,773	431,516	72,462	212,549	76,834	194,116	0	237,135	0	21,217	0	158,052	13,667	37,000	9,852,321
Lakehead	769,677	0	0	7,149	0	0	0	45,000	0	0	0	90,332	9,433	0	921,592
Laurentian	332,643	0	0	19,061	46,898	0	0	0	0	0	0	4,500	5,033	0	408,135
Algoma	0	0	0	1,898	0	0	0	0	0	0	0	0	0	0	1,898
Nipissing	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Hearst	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
McMaster	8,851,653	6,240,673	1,466,872	497,608	795,378	950,034	1,109,127	49,250	362,449	66,193	235,106	14,500	71,491	3,000	20,713,335
Ottawa	4,466,734	2,970,450	499,685	415,322	303,208	256,778	53,167	15,000	101,500	51,856	118,273	10,000	31,033	0	9,293,006
Queen's	6,190,980	4,047,450	457,311	537,026	200,293	299,217	102,119	49,900	138,731	159,616	104,207	25,000	95,387	0	12,407,321
Toronto	21,481,306	23,925,140	3,153,033	1,391,262	1,749,067	1,406,355	394,743	381,850	272,748	609,255	374,460	184,801	130,727	76,500	55,531,246
Trent	386,362	43,208	0	139,631	0	0	0	9,400	0	0	0	7,300	0	8,500	594,402
Waterloo	12,443,637	312,588	92,193	510,025	173,987	0	32,000	312,750	0	0	24,060	44,293	54,370	14,650	14,014,553
Western	6,539,639	7,648,782	1,731,115	564,930	373,256	353,808	124,130	109,415	403,974	148,456	153,441	11,500	29,537	0	18,191,982
W.L.U.	193,020	0	0	44,150	0	0	0	0	0	0	0	0	0	0	237,170
Windsor	2,278,194	0	25,171	47,500	4,016	22,038	0	181,950	0	0	9,011	10,000	2,000	0	2,579,881
York	3,660,727	108,925	19,544	416,601	37,387	110,454	0	196,700	16,667	0	0	27,773	16,165	84,250	4,695,193
O.I.S.E.	7,051	0	0	411,126	0	0	0	0	0	0	0	0	0	0	418,177
Total	81,099,408	45,966,370	7,531,755	5,640,354	3,850,916	3,624,030	1,817,328	1,678,350	1,296,069	1,056,593	1,051,077	591,886	513,260	232,900	155,950,296

Notes:
1. All figures represent information provided by granting organizations.
2. Grant information is based on a three-year average for the years 1984-85, 1985-86, and 1986-87, except Health and Welfare Canada (NHRDP), the Ministry of the Environment (Ontario), Ministry of Natural Resources, and Environment Canada which are based on a two-year average.

Table 2

Analysis of Research Grants Awarded by Major Sponsoring Agencies

($)

University	Total for Three Councils [1]	Percentage Share of Total	Total for Top Five Organizations [2]	Percentage Share of Total	Total for Fourteen Organizations [3]	Percentage Share of Total
Brock	808,100	0.61%	808,774	0.56%	934,771	0.60%
Carleton	4,954,065	3.73%	5,058,352	3.51%	5,155,315	3.31%
Guelph	9,041,838	6.81%	9,191,133	6.38%	9,852,321	6.32%
Lakehead	776,826	0.59%	776,826	0.54%	921,592	0.59%
Laurentian	351,704	0.27%	398,602	0.28%	408,135	0.26%
Algoma	1,898	0.00%	1,898	0.00%	1,898	0.00%
Nipissing	0	0.00%	0	0.00%	0	0.00%
Hearst	0	0.00%	0	0.00%	0	0.00%
McMaster	15,589,934	11.75%	17,852,184	12.39%	20,713,335	13.28%
Ottawa	7,852,506	5.92%	8,655,399	6.01%	9,293,006	5.96%
Queen's	10,775,456	8.12%	11,433,060	7.93%	12,407,321	7.96%
Toronto	46,797,707	35.26%	51,699,807	35.88%	55,531,246	35.61%
Trent	569,202	0.43%	569,202	0.40%	594,402	0.38%
Waterloo	13,266,249	10.00%	13,532,430	9.39%	14,014,553	8.99%
Western	14,753,351	11.12%	16,857,722	11.70%	18,191,982	11.67%
W.L.U.	237,170	0.18%	237,170	0.16%	237,170	0.15%
Windsor	2,325,694	1.75%	2,354,882	1.63%	2,579,881	1.65%
York	4,186,253	3.15%	4,243,184	2.94%	4,695,193	3.01%
O.I.S.E.	418,177	0.32%	418,177	0.29%	418,177	0.27%
Total	132,706,130	100.00%	144,088,802	100.00%	155,950,296	100.00%

1. The three granting councils are NSERC, MRC, and SSHRC.
2. The top five organizations include the three granting councils, Heart and Stroke Foundation, and Health and Welfare Canada.
3. The top fourteen organizations include the top five, Ministry of Health, National Cancer Institute, Ministry of the Environment, Physicians Services Inc., Arthritis Society, Ontario Mental Health Foundation, Ministry of Natural Resources, Energy, Mines and Resources Canada, and Environment Canada.

Note:
All figures are calculated using the annual average of grants awarded in the years 1984-85, 1985-86, and 1986-87. Some organizations were able to provide information for only two years.

OCUA Public Meetings 1987-88

OCUA Public Meetings 1987-88

Date	Location and Participants
April 3, 1987	**University of Waterloo, Waterloo** Wilfrid Laurier University University of Waterloo University of Windsor University of Western Ontario
May 1, 1987	**Queen's Park, Toronto** Council of Ontario Universities
May 8, 1987	**University of Guelph, Guelph** University of Guelph McMaster University Brock University Ontario Confederation of University Faculty Associations
May 15, 1987	**Nipissing College, North Bay** Lakehead University Laurentian University Algoma University College Hearst University College Nipissing University College
May 21, 1987	**Ontario College of Art, Toronto** Ontario College of Art Ontario Federation of Students Ontario Institute for Studies in Education Trent University
May 22, 1987	**University of Toronto, Toronto** Ryerson Polytechnical Institute University of Toronto York University Confederation of University Staff Associations
June 5, 1987	**University of Ottawa** Carleton University University of Ottawa Queen's University

OCUA Recommendations and Government Responses, 1987-88

OCUA Recommendations and Government Responses, 1987-88

Recommendation	Title	Response
	Advisory Memorandum 87-I	
87-1	Differentiation Grants for Trent University 1987-88	Accepted
87-2	Northern Ontario Grants 1987-88	Accepted
87-3	Bilingualism Grants 1987-88	Accepted
87-4	Institutional Formula Fee Rate 1987-88	Accepted
87-5	Institutional Weight Adjustment Grants	Accepted
87-6	Grant to the Law Society of Upper Canada on behalf of the Bar Admission Course 1987-88	Accepted
87-7	Enrolment/Accessibility Adjustments Grants 1987-88	Accepted
87-8	Research Overheads/Infrastructure Grants 1987-88	Accepted
87-9	Formula Grant Allocation for 1987-88	Accepted
	Advisory Memorandum 87-II	
87-10	Master of Arts in Education Concentration in Community College Education at Central Michigan University	Accepted
87-11	Doctor of Philosophy at the Free University of Amsterdam in Co-operation with the Institute for Christian Studies in Toronto	Accepted
87-12	Master of Science in Manufacturing Management at GMI Engineering and Management Institute	Accepted
87-13	Master of Science in Education Specializing in Outdoor Education at Northern Illinois University	Accepted
87-14	Bachelor of Science in Computer Information Systems at DeVry Institute of Technology	Accepted
87-15	Bachelor of Science in Electronics Engineering Technology at DeVry Institute of Technology	Accepted
87-16	Bachelor of Arts in Bible/Theology by correspondence from the International Correspondence Institute	Not Accepted
87-17	Master of Special Education Interdisciplinary Special Education Concentration, at Southern Connecticut State University	Accepted
	Advisory Memorandum 87-III	
87-18	Interim Funding Mechanism for Accessibility Envelope to recognize Increased Accessibility in 1987-88	Accepted
	Advisory Memorandum 87-IV	
87-19	Allocation of Positions under Years 2 Through 5 of the Faculty Renewal Program	Accepted
87-20	Faculty Renewal Program Reporting Requirements	Accepted
87-21	Changes to Approved Positions under the Faculty Renewal Program	Accepted

Recommendation	Title	Response
	Advisory Memorandum 87-V	
87-22	Special Northern Ontario Grants 1987-88	Accepted
87-23	Institutional Reporting of Expenditures of Special Northern Ontario Grants for 1987-88	Accepted
	Advisory Memorandum 87-VI	
87-24	The Comparable Academic Standards to be met by the all Non-Canadian Institutions requesting ministerial consent pursuant to the Degree Granting Act	Not Accepted
87-25	Criteria for reviewing all requests from Non-Canadian Institutions for Ministerial Consent pursuant to the Degree Granting Act	Not Accepted
87-26	Mechanism for reviewing requests from institutions outside Canada for Ministerial Consent pursuant to the Degree Granting Act for Graduate Degree programs	Not Accepted
87-27	Mechanism for reviewing requests from institutions outside Canada for Ministerial Consent pursuant to the Degree Granting Act for undergraduate programs	Not Accepted
87-28	Criteria for reviewing requests from institutions outside Canada for Ministerial Consent pursuant to the Degree Granting Act for Theological or Religious Degree programs	Not Accepted
87-29	Criteria for reviewing requests from out-of-province Canadian institutions for Ministerial Consent pursuant to the Degree Granting Act	Not Accepted
	Advisory Memorandum 87-VII	
87-30	Program Adjustments Grants 1987-88	Accepted
87-31	Eligible activities funded under the Program Adjustments Envelope, 1987-88	Accepted
	Advisory Memorandum 87-VIII	
87-32	Government operating grants for 1988-89 to meet the cost of Council's basic objectives in funding provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College	Not Accepted
87-33	Formula fee rates for 1988-89 to meet the cost of Council's basic objectives	Not Accepted
87-34	Level of support for major repairs, renovations, alterations and replacement projects in 1988-89 for the cyclical renewal of the existing capital stock	Not Accepted
87-35	Additional funding for the costs associated with cooperative education, institutional differentiation at Trent University, Northern Ontario institutions, Accessibility for Underrepresented groups, and Algoma College for 1988-89	Not Accepted
87-36	Funding for 1988-89 for the Bar Admission Course	Not Accepted
87-37	Level of support for Deferred Maintenance of physical plant	Not Accepted

Recommendation	Title	Response
	Advisory Memorandum 87-IX	
87-38	Ontario Graduate Scholarship Stipends 1988-89	Not Accepted
87-39	Number of Ontario Graduate Scholarships for 1988-89	Not Accepted
87-40	Allocation of Institutional Awards	Accepted
87-41	Ontario Graduate Scholarships to Persons on Student Visas	Accepted
	Advisory Memorandum 87-X	
87-42	Amendment to the Ryerson Polytechnical Institute Act of 1977 regarding degree designations	Partially Accepted
87-43	Process to review and approve changes in Degree designations of existing programs offered by Ryerson Polytechnical Institute	Accepted
87-44	Process to review and approve new degree designations of new programs to be offered by Ryerson Polytechnical Institute	Accepted
	Advisory Memorandum 87-XI	
87-45	Objectives of the Program Adjustments Fund	Accepted
87-46	Eligible Activities funded under the Program Adjustments Envelope	Accepted
87-47	Eligible expenditures under the Program Adjustments Envelope	Accepted
87-48	Process for review of Program Adjustments Proposals	Accepted
	Advisory Memorandum 87-XII	
87-49	Eligibility of Enrolment in the Honours Bachelor of Arts program in Classical Studies (Languages option) at the University of Waterloo for funding purposes in 1988-89	Accepted
87-50	Eligibility of enrolment in the Honours Bachelor of Arts program in Communication at the University of Ottawa for funding purposes in 1988-89	Accepted
87-51	Eligibility of enrolment in the Honours Bachelor of Arts program in Comparative Literature and Literary theory at McMaster University for funding purposes in 1988-89	Accepted
87-52	Eligibility of enrolment in the Bachelor of Applied Science major Honours program in Gerontology at the University of Guelph for funding purposes in 1988-89	Accepted
87-53	Eligibility of Enrolment in the Honours Bachelor of Science program in Kinesiology at Laurentian University for funding purposes in 1988-89	Accepted
87-54	Eligibility of Enrolment in the Honours Bachelor of Arts program in Modern Languages and Linguistics at McMaster University for funding purposes in 1988-89	Accepted
87-55	Eligibility of Enrolment in the Specialized Honours Bachelor of Arts Program in Music at the University of Guelph for funding purposes in 1988-89	Accepted
87-56	Eligibility of Enrolment in the Specialized Honours Bachelor of Science program in Nutritional Sciences at the University of Guelph for funding purposes in 1988-89	Accepted

Recommendation	Title	Response
87-57	Eligibility of Enrolment in the Bachelor of Applied Science program in Computer Engineering at the University of Ottawa for funding purposes in 1988-89	Accepted
87-58	Eligibility of Enrolment in the Bachelor of Health Science programs in Occupational Therapy Physical Therapy at McMaster University for funding purposes in 1988-89	Accepted
87-59	Eligibility of Enrolment in the Bachelor of Science program in Post RN (Nursing) at the University of Ottawa for funding purposes in 1988-89	Accepted
	Advisory Memorandum 87-XIII	
87-60	Differentiantion Grant for Trent University 1988-89	Accepted
87-61	Northern Ontario Grants 1988-89	Accepted
87-62	Special North Ontario Grants 1988-89	Accepted
87-63	Bilingualism Grants 1988-89	Accepted
87-64	Undesignated Special French Language funding for 1988-89	Accepted
87-65	Institutional Formula Fee Rates 1988-89	Accepted
87-66	Institutional Weight Adjustment Grants 1988-89	Accepted
87-67	Grant to the Law Society of Upper Canada on behalf of the Bar Admission Course 1988-89	Accepted
87-68	Formula Grant Allocation 1988-89	Accepted
	Advisory Memorandum 87-XIV	
87-69	Eligibility of Enrolment in the Master of Agriculture Program at the University of Guelph for funding purposes in 1988-89	Accepted
87-70	Eligibility of Enrolment in the Master of Science program in Computer Science at the University of Guelph for Funding purposes in 1988-89	Accepted
87-71	Eligibility of Enrolment in the Master of Health Science program in Clinical Biochemistry at the University of Toronto for funding purposes in 1988-89	Accepted
87-72	Eligibility of Enrolment in the Doctor of Philosophy Program in Industrial Relations at the University of Toronto for funding purposes in 1988-89	Accepted
87-73	Eligibility of Enrolment in the Master of Arts program in Methodologies for the Study of Western History and Culture at Trent University for funding purposes in 1988-89	Accepted
87-74	Eligibility of Enrolment in the Graduate Diploma program in Spanish Translation at the University of Ottawa for Funding purposes in 1988-89	Accepted
87-75	Eligibility of Enrolment in the Master of Studies in Law program at the University of Toronto for funding purposes in 1988-89	Accepted
87-76	Eligibility of Enrolment in the Master of Arts and Master of Science programs inTeaching at McMaster University for funding purposes in 1988-89	Accepted

Recommendation	Title	Response
87-77	Eligibility of Enrolment in the Master of Arts program in Classics at Carleton University and the Master of Archictecture program at the University of Toronto for funding purposes	Accepted
	Advisory Memorandum XV	
87-78	Allocative Mechanism for the Research Overheads/ Infrastructure Funding Envelope	Accepted

Response to Advisory Memorandum 87-III

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Mrs. Marnie Paikin
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Dear Mrs. Paikin:

I would like to thank the members of the Ontario Council on University Affairs for the advice contained in Advisory Memorandum 87-III, "The On-going Accessibility Envelope for 1987-88".

I am pleased to advise you that, the accessibility envelope will recognize incremental enrolment growth for 1987-88 by funding in 1988-89 the positive difference between each institution's 1987-88 BIUs less its 1986-87 BIUs at a rate equal to the 1988-89 Base BOI per Base BIU, less the formula fees associated with the incremental enrolment. These BIUs and associated formula fees will not be included in an institution's moving average count in the basic grants envelope. This approach is identical to that recommended by the council except that funding will be based on growth in total BIUs rather just undergraduate BIUs.

I believe this approach to be an appropriate response to the existing situation. The funding of the flow-through of students which has resulted from increased intake and retention from previous years effectively deals with a number of transitional issues associated with the basic grants envelope component of the new formula and should, therefore, ensure that institutions are in a position to respond positively to the increase in applications for September, 1987.

As these transitional issues apply equally to graduate and undergraduate programs, I believe it would not be appropriate to treat them differently under the accessibility envelope.

I note council's concern that the accessibility envelope, designed to encourage enrolment growth, may have the effect of promoting competition for enrolment, an effect of the old formula which the council intended to remedy through the basic grants envelope. I believe, however, that the increase in applications for September 1987 and the impending OS:IS impact has created an environment quite different from that to which the council was reacting when it formulated the advice in Advisory Memorandum 86-VII. The government is committed to enhanced accessibility to university education and is willing to provide the necessary funding to ensure that this commitment will not impact negatively on its intention to provide adequate base funding through the basic operating grants envelope.

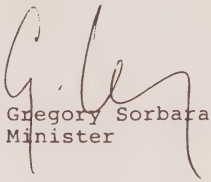
I would also like to indicate my agreement with the council's view that final decisions related to the longer term operation of this envelope require more precise information with respect to the impact of the OS:IS cohorts in future years. I will, therefore, reserve judgement on such matters as the need for current-year as opposed to slip-year funding of incremental enrolment growth in 1988-89 and future years, the need for the financing of additional costs and the process by which such costs should be identified. The matter of under-represented groups is also an important subject which requires further deliberation.

I would like to make it clear that the flow through of the incremental enrolment growth identified in 1987-88 will be funded in future years, at a rate which would result from this method applied in future years (current Base BOI per base BIU, less formula fees). This commitment will be honoured, whatever further decisions are made with respect to the longer term operation of this envelope. Incremental BIUs funded through the accessibility envelope will not be counted in an institution's moving average count in the base grants envelope during the period that the accessibility envelope is operative. The ministry,

however, is of the view that, if such increases in BIU counts are sustained beyond the period of the OS:IS bulge, the BIUs may at some future time be appropriately recognized and funded.

I look forward to receiving further advice from the council in this regard.

Yours truly,



Gregory Sorbara
Minister

Response to Advisory Memorandum 87-VI

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October 13 ,1988

Dear Dr. Fox:

Thank you for Advisory Memorandum 87-VI, "A Review of the Policy Statement which Guides the Evaluation of Applications for Ministerial Consent Pursuant to the Degree Granting Act". I have carefully considered the advice contained in the memorandum in relation to the complex issues associated with the following questions:

(1) Under what circumstances should out-of-province institutions be permitted to offer programs in Ontario leading to a degree? and

(2) what process should be followed to deal with applications from such institutions, and who should administer this process?

In the course of my consideration of the council's advice, I have also taken into account such related issues as the need to ensure a reasonable level of quality, the need to enhance accessibility, the potential impact of the proposed free trade agreement, and the appropriate degree of governmental accountability for programs offered by out-of-province institutions not receiving public funds. Lastly, but by no means of least importance, I have considered the report recently presented to me by Dr. John Stubbs, which makes a specific recommendation relating to OCUA's involvement in regulatory functions and activities.

The primary thrust of the recommendations contained in the above referenced Advisory Memorandum is that non-Canadian institutions wishing to offer a graduate program in Ontario should be required to subject that proposed program to the review process applied to programs offered at Ontario publicly assisted universities. As described in the memorandum, the process would be administered by the Ontario Council on Graduate Studies, which would apply the existing criteria with the added requirement that the level of quality of the proposed program be at least equal to the standards which prevail at Ontario's publicly assisted universities.

Council further recommends that undergraduate proposals also be required to undergo a quality assessment process, administered by the Academic Advisory Committee of council. Canadian out-of province institutions wishing to offer programs in Ontario, at either the graduate or undergraduate levels, would have only to be members of the AUCC in order to qualify for a consent.

I share the council's concern with respect to ensuring an adequate quality standard for programs operating pursuant to a ministerial consent. I do not believe, however, that quality should be the sole criterion to be considered on an application for the right to offer in Ontario a program leading to a degree. It would seem desirable to retain the discretion to grant a consent for a program for which there is student demand or societal need which is not being adequately met by our own publicly assisted universities.

After careful consideration, I have decided, for the present, to maintain the existing criteria. The operational definitions of the criteria have, however, been revised to enhance the measurement of quality of a proposed program. Henceforth, applicants for a consent will be required to provide information relating to, among other things, the number, academic rank, earned degrees and full-time or part-time status of faculty, the facilities and equipment available to support the program and the specific arrangements for providing appropriate practical, clinical or field-work.

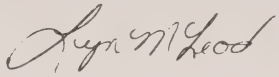
I have asked ministry staff to advise me, before the existing consents expire, whether it would be appropriate to add other qualitative measures to the criteria. In the course of its review, the ministry will consult with the Ontario Council on University Affairs, the Council of Ontario Universities and other interested parties.

In his report to me on the future role and function of the Ontario Council on University Affairs, Dr. Stubbs recommends that a number of regulatory and administrative matters could more properly become the responsibility of the Ministry of Colleges and Universities in order that council may concern itself primarily with matters of policy advice. Given this recommendation, I believe it desirable, at this time, for the ministry to re-assume responsibility for the administrative and regulatory functions associated with the Degree Granting Act. Council will, of course, continue to be asked to provide general policy advice with respect to matters covered by the Degree Granting Act, as exemplified by its current review of the policy governing the establishment of new private, secular, degree-granting institutions.

By copy of this letter, I am asking my Deputy Minister, Dr. Thomas Brzustowski, to initiate discussions between ministry officials and council staff with a view to the ministry's assuming the responsibilities noted above.

Please convey to members and staff of council my sincere appreciation, both for the preparation of Advisory Memorandum 87-VI and for the work and effort that has been involved in advising with respect to the administration of the consent process pursuant to the Degree Granting Act.

Yours sincerely,



Lyn McLeod
Minister

Response to Advisory Memorandum 87-X

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August 2, 1988

Dr. Paul Fox
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Dear Dr. Fox:

Thank you for your letter of December 1, 1987, to which you appended Advisory Memorandum 87-X, "An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation".

I am particularly appreciative of the manner in which council has framed its advice with a view to achieving an appropriate balance between considerations of flexibility and practical implementation for Ryerson on the one hand, and on the other an assurance for government and the council that any new degree designations will be in keeping with Ryerson's differentiated role. The process proposed for review and approval of changes in degree designation is consistent with existing processes for review and approval of new program proposals, and provides for full consultation within the university sector. Accordingly, I am pleased to inform you that I have accepted council's recommendations OCUA 87-42 and OCUA 87-43, both of which relate to the processes for review and approval of new degree designations or changes in existing designations.

Recommendation OCUA 87-41, which suggests specific wording for the amendment to the Ryerson Polytechnical Institute Act, 1977, leaves the process of authorization unspecified as "a process approved by the Minister". This wording leaves open the possibility that such a process, though approved by the Minister might, in the future, deny the government an appropriate opportunity to review programs and degree designations proposed by Ryerson.

As an alternative to the amendment proposed by council, I will place before the Executive Council of Ontario, for its consideration the following proposed amendment to Section 10 (h) of the Ryerson Act:

(h) " to grant bachelor of applied arts, bachelor of business management, and other baccalaureate degrees as prescribed by regulation and consistent with the objects and purposes of the Institute;"

At the same time, I will place before Executive Council a further amendment, adding a new regulation-making power to the Act, as follows:

"The Lieutenant Governor in Council may make regulations prescribing degrees to be granted by the Academic Council."

The proposed amendments described above have been discussed with the President of Ryerson.

Please convey to the members of the council my sincere appreciation for their helpful advice on this subject.

Yours sincerely,



Lyn McLeod
Minister

Response to Advisory Memorandum 87-XI

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May 2, 1988.

Dr. Paul Fox
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Dear Dr. Fox:

Thank you for your letter of January 11, 1988, to which you appended Advisory Memorandum 87-XI: Criteria and Process for the Program Adjustment Envelope for 1988-89 and Beyond.

I know that the council appreciates the importance that the government attaches to this envelope in helping to achieve significant and needed program change.

I am pleased to inform you that I have accepted the council's recommendations contained in this advisory memorandum, subject to the following:

1. It is essential that the minister have an early opportunity each year, and before the council calls for proposals from the institutions, to indicate the critical needs that have been identified to government as requiring new program support, and to indicate the relative priorities among the objectives and eligible activities that have been established for the envelope.

2. It is equally important that the institutions have an early opportunity to propose their needs and priorities to the council.

3. Although I am in agreement with the council that the program adjustment envelope should fund start-up costs for approved programs only, I believe the costs of developing proposals for new programs should also be eligible for funding, provided the proposed program is in an identified area of critical need.

4. In calling for proposals, it will be important to emphasize the competitive nature of the program adjustment envelope, and to note that the envelope is intended to support a limited number of large projects, capable of accomplishing significant change.

5. Although the list of eligible expenditures is not meant to be exhaustive, the announcement of any new categories of expense should be made only with the prior concurrence of the minister.

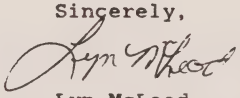
6. The ability of new programs to attract funding from other sources must be taken into account by the council when assessing proposals for program adjustment funding. It must be made clear, however, that "double-funding" of projects will not be permitted.

7. The time-limited nature of the funds provided from the program adjustment envelope should be emphasized in the call for proposals. I agree with the four-year maximum funding commitment recommended by the council for any one project.

Because of the compressed time-frame required for 1988-89, I have asked the Deputy Minister to meet with you to discuss how best to implement the process so that a call for proposals can be made as soon as possible.

Would you please convey my appreciation to the members of the council for their valuable advice.

Sincerely,



Lyn McLeod,
Minister.

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